Louly A Blaver Lovely A. Warren

LOYELY LEGACY

B&lief made REAL.





"To my mentor and my rock, my inspiration for fairness and justice for all. Rest in peace, boss man."

In Loving Memory of The Honorable Assemblyman David Gantt, 1941 - 2020



"Mom, thank you for always being by my side. Then, now and always."

In Loving Memory of Elrita "Rita" McClary Warren, 1949 -2020

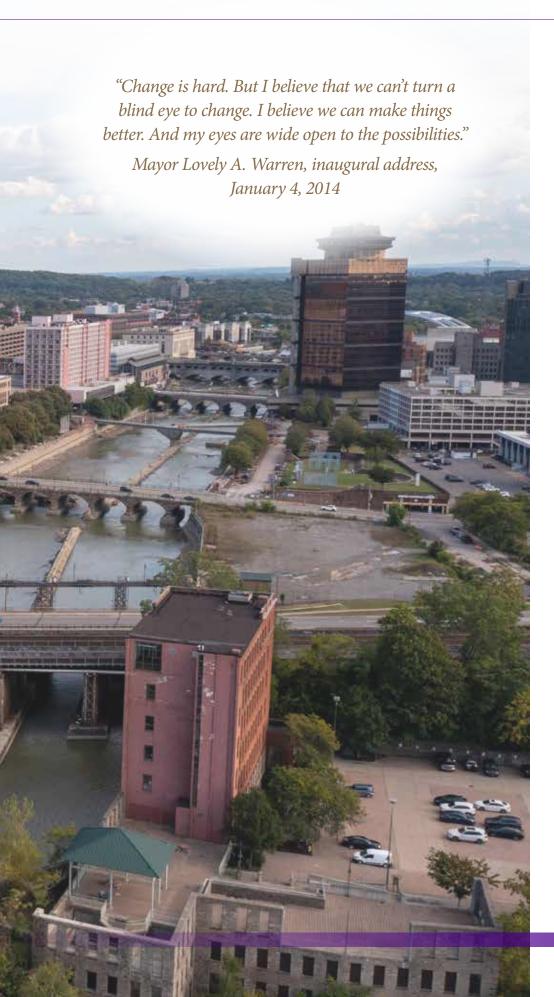


To the McClary family, my True North. "So continue encouraging each other and building each other up, just like you are doing already." 1st Thessalonians, 5:11

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Lovely Ann Warren was sworn in as the 69th Mayor of Rochester, New York on January 1, 2014, making her the city's first female and youngest mayor in modern times.

In 2017, she was re-elected to a second, four-year term. Mayor Warren's administrative agenda is focused on job creation, fostering safer and more vibrant neighborhoods and improving educational opportunities for Rochester's residents.

During the Pandemic of 2020 and 2021 she ensured the city's most vulnerable residents received much needed services and key institutions remained in place. In 2021, she unveiled the monumental Equity and Recovery Agenda, or ERA Agenda, a bold strategy to drive Rochester's postpandemic economic recovery with initiatives that recognize and reverse the effects of historic racism and institutional inequality, as well as, prepare for a postpandemic recovery.



Mayor Lovely A. Warren
City of Rochester







Safer and More Vibrant Neighborhoods: A Study of Investing in People to Lift Communities

"We will make our neighborhoods safe and a source of pride." – Mayor Lovely A. Warren, Inaugural Address, Jan. 4, 2014

Overview: Belief made real.

Mayor Lovely A. Warren's entire approach to neighborhood safety and vibrancy can be summed up in the one-word motto of her administration: Believe.

In her view, every neighborhood was an incubator of hope. Regardless of where they were born, every person in Rochester could succeed at anything they wanted to do. All they needed was a fighting chance at life.

Still, when she took office in 2014, the Mayor's optimism was firmly grounded in a stark reality. Block after city block reflected Rochester's long history of racial segregation and denied opportunity. The evidence of poverty showed up in such conditions as crime and violence, housing instability, low graduation rates, low wages and few job opportunities. Empty store fronts, deteriorating houses and vacant lots revealed decades of disinvestment. A sense of community among neighborhoods was becoming more rare, or gone.

Nevertheless, Mayor Warren held firm to her belief these social imbalances could be leveled – and the countermeasures would be found in the neighborhoods themselves, among the people who lived there and stakeholders who worked there.

There were still core groups of residents, like Edna Craven and Ida Perez, who held firm to the bonds of community. Human service agencies such as the Ibero American Action League and Action for a Better Community fought every day to help their clients



overcome the most persistent aspects of poverty. And the faith community was always looking for opportunities to extend their missions beyond the four walls of their churches and houses of worship.

Mayor Warren intended to fully maximize these resources. These were the people with the ideas and motivation to improve the conditions in the neighborhoods; and the Mayor was determined to give them that opportunity.

But she also knew neighborhoods were becoming more fragmented.
Community groups and neighborhood organizations were getting smaller.
Charitable agencies had growing demands for their services and shrinking donations.
Churches struggled to keep the lights on, let alone stretch their reach.

All of them needed more resources and more support, and Mayor Warren was ready to provide what she could. What they needed most was more people like themselves.

Mayor Warren knew that it is people that overcome adversity, not programs or budgets. People with the capacity to confront challenge and the confidence to fight for change hold the solutions to Rochester's struggle with poverty.

More than anything, Rochester needed more people with a willingness to believe.



Case Study: Building Communities in Northeast Rochester with Increased, Strategic Investments

Leveraging Residents Resolve for Safer Neighborhoods

When Mayor Warren took office in 2014, the long, slow decline of Rochester's economy and population had widened the gap of racial disparity among neighborhoods.

Annual budget cuts had a disproportionate impact on human service and community-development programs; and long promised projects in minority neighborhoods received little to no traction, decade after decade.



"What you see – the abject poverty and neglect; the lost opportunities and stolen futures – are the intentional consequences of legal segregation and codified discrimination – the deliberate results of government-sponsored racism."

Residents in mostly white, affluent neighborhoods, for the most part, felt safe and enjoyed the sense of community that comes with city living. They felt confident their houses would hold their value and often looked for opportunities to meet their neighbors and add value to their neighborhoods, from supporting neighborhood businesses to joining neighborhood associations.

In minority neighborhoods, each condition of poverty perpetuated another. Many residents who rotated through the cycles of poverty seldom lived in one home long enough to feel connected to the community or take pride in their neighborhoods.

Mayor Warren was determined to reverse this trajectory. She wanted to give every resident the certainty of a permanent home and a sense of ownership in their community.

April 11, 2014: The Rochester Police Department unveils a five-section, neighborhood based patrol model.

April 17, 2014: City holds first Clean Sweep in partnership with the Rochester Red Wings. Volunteers meet at Frontier Field, head out to clean and beautify neighborhoods and then return for free admission to the game with a free meal.

Sept. 3, 2014: Rochester Police Officer Daryl Pierson is shot and killed in the line of duty. Feb. 1, 2015: City begins Bull's Head Revitalization Project, fulfilling longdelayed community promise to restore the city's western gateway after nearly 50 years of disinvestment. In June 2021, City will announce selection of prime developer to manage investments for nearly 12 acres





Notably, one challenged area of the city that had witnessed promising changes prior to 2014 was the Northeast Quadrant, due in large part to the self-advocacy of its residents amplified by the representation of Mayor Warren as the Northeast District representative on City Council.

While many of the strategies and initiatives the Mayor employed during her eight years in office had a citywide scope, her experience working with neighborhood leaders

in the Northeast, helps explain how this area of the city would be among the first with high concentrations of poverty to see evidence of transformational change.

This case study examines some of the measures Mayor Warren took to leverage the aspirations and resolve of the residents of Northeast Rochester to demonstrate how, even in a quadrant with the highest concentrations of poverty, the City can create safer and more vibrant neighborhoods.





of City-acquired property using \$10 million Mayor Warren allocated for project.

April 15, 2015: Following the latest fight among City School District students at the Regional Transit Center, Mayor Warren publicly calls on RCSD and RTS to stop transferring students through Downtown, declaring: "I'm a mother, and I wouldn't want my child to have to go to this center." Subsequent changes in student bus routes effectively ends -- after multiple failed attempts -- problem of frequent student disruptions dating to when students waited

for connecting buses at Midtown Plaza.

Feb. 2, 2016: Rochester Fire Department announces award of Class 1 ranking by National Insurance Services Office, placing them among top 1 percent of fire services



Case Study: Building Communities in Northeast Rochester with Increased, Strategic Investments





in the nation. The decision to reestablish a Community Outreach Unit, with firefighters dedicated full-time to fire prevention and safety, plays major role.

July 11, 2016: Rochester Police Department begins deploying Body Worn Cameras.

Challenge:

Reverse Racist Policies of Past Governments to End the Cycle of Poverty

Rochester's Northeast Quadrant includes the old Seventh Ward, an area that in the 1930s was declared a "hazardous" lending risk and "redlined" by the New Deal era Home Owners Lending Corp., a decision based in large part on the number of Black residents who lived there.

Over the almost 90 years that followed, the racial segregation in the Northeast and other parts of the city was reinforced with the adoption of discriminatory laws and policies that led to decreased private investment and increased levels of concentrated poverty.

The problems were further exacerbated with the decline of Rochester's manufacturing base, which triggered a population decline and decreased employment opportunities in the service sector, which was disproportionately represented by minorities and the working poor.

As incomes fell and unemployment rose, neighborhoods became more itinerant. Rochester's most vulnerable residents no longer had the certainty of housing as they rotated in and out of poverty. Many were uprooted from their homes and frequently moved from neighborhood to neighborhood. This just added to their vulnerability as they lost the benefit of community support structures to overcome momentary challenges, like asking a neighbor or nearby relative to babysit a sick child rather than miss a day of work.

Meanwhile, in City Hall, the hardest hit programs from budget cuts were those that offered the greatest opportunities for the City workforce to engage with residents, listen to their concerns and develop strategies to overcome their challenges in a spirit of cooperation.

When Mayor Warren took office the conditions were so firmly entrenched, there was little to no consensus among government leaders on the appropriate levels of investment to lift neighborhoods like those in the Northeast. As collaboration was streamlined out of the City's annual budgets, the residents of these neighborhoods were offered fewer opportunities to be part of the solution.

Residents felt increasingly disenfranchised from City Hall and a pervasive sense of cynicism and apathy took hold.

Dec. 1, 2016: Mayor Warren terminates the Red Light Camera Traffic Safety Program after study reveals the program had little effect on traffic safety and more tickets were issued in minority neighborhoods. She stated: "I cannot, in good conscience, wage a fight against poverty while also imposing fines that have a disproportionate impact on people living in poverty."

Aug. 9, 2017: Mayor Warren announces Nuisance Point Abatement Program with citywide advisory board of merchants and residents to evaluate complaints.







Approach:

Deliver Safety and Housing Stability; Demonstrate the Transformative Power of Community with Equitable Investments and Collaborative Services

To increase safety and neighborhood vitality in Northeast Rochester and other challenged areas of the city, Mayor Warren worked to improve trust with the Police Department and provide families the foundation of a home. Neighborhood businesses were given direct financial and technical support.

She brought citizen engagement and accountability to the Rochester Police Department with a return to neighborhood-based policing and the launch of one of the nation's leading Body Worn Camera programs.

She brokered improved relationships among costconscious real estate developers and skeptical neighborhood leaders, establishing the conditions to almost triple the pace of investments in affordable housing construction. The City Charter was amended to make sure housing subsidies reached the lowest ends of the economic spectrum; and tax incentives that had been reserved for Downtown developers were extended to the neighborhoods.

Mayor Warren increased focus on the City's vacant home demolition program to demolish the complete

inventory of vacant homes acquired by the City through the tax foreclosure process to preserve property values.

To reduce evictions, the Mayor pushed for the creation of Housing Part in Rochester City Court and created programs to hold landlords more accountable while also offering them more support. The Rochester Land Bank provided increased funding to promote affordable home ownership; and the unique features of each neighborhood were promoted to potential buyers.

Neighborhood Service Centers were given a unified direction to promote neighborhood preservation and fortify commercial corridors. The Rochester Economic Development Corp. (REDCO) was spun off from City Hall with stronger focus on supporting neighborhood businesses.

Neighborhood pride became a priority with programs to beautify open spaces, remove litter and fill in the tree canopy.

And, perhaps most importantly, decades-old promises were fulfilled to bring increased investment to the neighborhoods with long neglected capital projects that promised to spark transformative change.

May 4, 2018: Flower City Habitat for Humanity announces partnership with Rochester Land Bank to convert vacancies to affordable owner-occupied homes.

Aug. 17, 2018: Mayor Warren announces legislation to amend City Charter to reflect

city residents with extremely low incomes when approving affordable housing developments.

Sept. 7, 2018: Warfield Square affordable housing development opens on East Main Street following intensive negotiations

between developer and neighborhood leaders brokered by Mayor Warren. Mayor suggests naming development after beloved neighborhood activist, civil rights leader and humanitarian Vernice Warfield, who lived to be 102.



Case Study: Building Communities in Northeast Rochester with Increased, Strategic Investments





Outcomes:

Police Reorganization

The Rochester Police Department's conversion in 2004 from a seven-section neighborhood patrol structure to a two-division patrol model left many residents feeling less safe and disenfranchised from public safety discussions. Upon taking office, Mayor Warren immediately directed the Chief of Police to return the Department to a neighborhood-based patrol model.

Under the new model, Patrol Division East, which had covered all neighborhoods east of the Genesee River outside of Downtown, was replaced by the Clinton Section in the Northeast and the Goodman Section in Southeast.

Clinton Section extends from the Inner Loop North and East Main Street to the city border and west from Goodman Street to the Genesee River. It covers the smallest geographic area outside of Downtown's Central Section, but has the most car beats at 11 – a reflection of its population density and the nature and volume of the calls for service.

The new model gives patrol officers



"We are committed to building strong relationships between the men and women of the Rochester Police Department and the citizens we serve. This patrol model will allow our Officers and our citizens to work together to solve the core problems that drive crime in this community."

- Mayor Warren, April 11, 2014

March 13, 2019: City hosts first of three Landlord Small Development Summits to provide direct support for landlords with 40 or fewer units, resulting in the City building an e-mail list with more than 800 landlords. Nov. 7, 2019: Construction begins on International Plaza at La Marketa.

March 2021: Urban League of Greater Rochester begins construction on innovative L2P Westside development in Southwest quadrant with City support. Feb. 10, 2021: Mayor Warren awards Key to the City to longtime community activist Edna Craven and announces a 164-unit affordable housing development at the corner of Joseph Avenue and Clifford Avenue to be built and named in her honor.

more opportunity to engage with residents and businesses and provide more proactive policing. Each section has its own Police Citizen Interaction Committee (PCIC) and dedicated teams of Crime Prevention Officers and field investigators that can be directed to address particular concerns raised by the community.

From 2013 to 2020, the rate of serious crime in Clinton Section and its corresponding area in Patrol Division East fell 29 percent; and the violent crime rate dropped 6 percent. In 2019, the last full year before the Pandemic, the violent crime rate dropped 17 percent; and the decline of all serious crimes was 28 percent.

Rollout of Body Worn Cameras

To give the community a greater role in police accountability – while also giving officers a better tool to refute false accusations – the RPD began to deploy Body Worn Cameras (BWC) to patrol officers in July of 2016, following a research and evaluation program that began in January of 2014.

Policies were developed on such things as the privacy of citizens who interact with officers, use requirements for officers; and how to prepare and archive video evidence for prosecutions and public release. Also, due to the considerable authority provided to police officers' unions in State law, the City negotiated with the Rochester Police Locust Club to implement these policies. BWC policies continued to evolve and be updated throughout the Mayor's terms as footage from the cameras increasingly raised new concerns about police practices.







Case Study: Building Communities in Northeast Rochester with Increased, Strategic Investments

More Affordable Housing

From 2014 through 2021, the City almost tripled the pace of affordable housing construction to bring total investment to \$872 million and support 9,288 residents. While Mayor Warren was in office, housing affordability for Rochester residents improved at a rate more than double the rates of improvement in Monroe County, New York State and the nation.

Notable affordable housing developments in Northeast Rochester included the Edna Craven Estates; Upper Falls Square and Pueblo Nuevo.

Adopt Realistic Affordability Measures to Support All Residents

The City Charter was amended to articulate the income levels of all city residents to ensure that housing subsidies be available for those on the lowest end of the wage scale and thus help the city's most



vulnerable residents. To further address the realities of Rochester's housing market, the City began to incorporate more Supportive Housing and Workforce Housing.

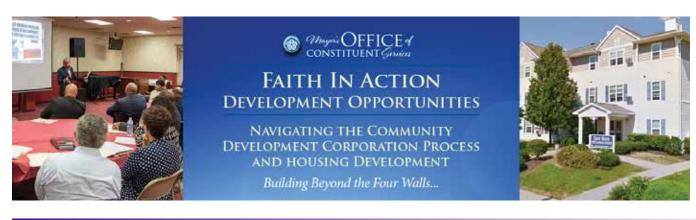
Improved Property Values

For the first time in at least 20 years, the four-year citywide assessment revealed increased property values in every city neighborhood. After experiencing declining values amid citywide increases in the 2012 and 2016 assessments, two of the city's most challenged neighborhoods, Upper Falls and Group 14621, saw rising values that outpaced or statistically tied the citywide increase. Values in Upper Falls and Group 14621 increased 46 and 21

percent respectively, contributing to an average citywide increase of 20 percent.

Involve the Faith Community

The Faith in Action: Development and Housing Opportunities encouraged churches and houses of worship to build affordable housing in their neighborhoods. The program introduced faith leaders to experienced real estate developers and helped them learn how to establish federal Community Development Corporations so they could raise funding to build and manage the developments. By the end of 2021, five Northeast Rochester churches were in various stages of forming CDCs.





Clergy on Patrol brought together officers and members of the clergy for monthly walks in challenged neighborhoods to break down barriers and build trust.

A neighborhood walk hosted by Heart and Soul Community Church on North Clinton Avenue would intensify Mayor Warren's efforts to bring observable change to North Clinton Avenue, leading to the 2019 construction of the International Plaza at La Marketa and the renovation of Don Samuel Torres Park.

Support Landlords and Hold Them More Accountable

The City created a Landlord Registry with a local contact to penetrate the cloak of absentee landlords; established a self-sustaining Hazard Abatement Fund to repair unsafe conditions in rental units rather than close them and prompt evictions.

The Landlord Small Developer Summit program was created to provide direct support for landlords with 40 or fewer units, resulting in the City building an e-mail list with more than 800 landlords.

Encourage Homeownership

The Rochester Land Bank was provided funding to use its exclusive "trump bid" authority to purchase high-quality homes at tax-foreclosure auctions and transfer them to agencies committed to maintaining or enhancing real estate values for re-sale. This prevents quality properties from being sold to profit-driven investors who contribute to neighborhood blight with disinvestment strategies.

The Celebrate City Living Program was created in partnership with local Realtors to promote the unique features of each neighborhood. A website with a neighborhood specific search engine for real estate listings was created.

Provide Beds for the Homeless

The City helped provide safe, warm and comfortable beds to those homeless people who chose not to find temporary shelter in government-subsidized facilities. The City contributed funding to REACH Advocacy, Inc. to provide a temporary winter shelter for homeless men and women who prefer to sleep outside in the warm

weather; and contributed land and financial support to build the Peace Village tent encampment.

And in Northeast Rochester, the City provided funding and other support services to build a new House of Mercy on Ormond Street, a shelter that includes housing, food, clothing and substance abuse treatment services.

NSC Enhancements

The position of NSC Director was created to provide consistent management of the four Neighborhood Service Centers. Under the new format, the NSCs updated and expanded the Nuisance Point Abatement Program citywide; and formalized the Street Liaison program to better engage with neighborhood businesses and offer direct support.

Decrease Litter Accumulation

The Department of Environmental Services (DES) partnered with the NYS Department of Corrections and Community Supervision's Adopt-A-Block Program, which provides people on probation or parole with transitional jobs picking



Case Study: Building Communities in Northeast Rochester with Increased, Strategic Investments





up litter along major corridors in the city. DES also worked with neighborhood business associations to increase the number of litter containers along the corridors.

Vacant Lot Beautification

The City adopted a formalized Community Garden Program to encourage neighborhood groups to establish gardens and other uses on City-owned vacant lots.

The City created garden permits that give groups rights to a lot for five year periods, which gives them long-term stability. A water credit was created so the owners of nearby properties could donate water to the gardens without incurring additional fees on their water bills.

By end of 2021, there were 77 community gardens in Rochester, including 34 in the Northeast quadrant.

Transformative Capital Investments

Mayor Warren fulfilled a more than 20-year-old promise to Rochester's

Latinx community to convert a large vacant lot near St. Michael's Church into a communal space modeled after the central plazas of Puerto Rico and Latin America. Typically located in the shadow of the village church, these village greens traditionally provide a space for passive repose or civic engagement for much of the week but erupt into vibrant and colorful pageant of music, dance and celebrations of cultural tradition with the scheduled cycles of itinerant vendors.

At the Mayor's direction, City staff worked with neighborhood stakeholders and sought community partners while a wide range of concepts -- from a 20,000 sq. ft., year-round indoor plaza; to anchoring the space with a multilingual health exchange – were examined and abandoned due to costs and market conditions. The pursuit for transformative investment took on a new sense of urgency at the height of the national opioid epidemic in 2017.

While on a Clergy on Patrol walk, community activist and future City







Councilmember Miguél Melendez lead the Mayor on a tour of the blazed paths that connected a contiguous collection of overgrown vacant lots and showed her how residents and children had to cope with countless spent needles discarded by heroin users each day. Some residents had even gone to the extent of purchasing litter nabbers and sharps boxes and settled into a morning ritual of removing the needles from their porches and yards. Outraged that a relatively abstract national concern was having such an impossible-toignore, tangible impact on a single city neighborhood, the Mayor set out to find a solution that returned tenable living conditions while also delivering compassionate support to addicts who traveled from across to the region to buy and use heroin.

She directed City Department leaders to personally examine conditions in the neighborhood and offer a role in the solution.
Crime Prevention Officers in Clinton Section investigated the patterns of the sales to develop more focused deterrents; the Department of Environmental Services cleared overgrown foliage and amplified the lighting at the vacant lots; and the Department of Neighborhood and Business Development



brought City-facilitated community partnerships to improve needle collection and help users with such services as street outreach, treatment-on-demand centers; and distributing NARCAN kits. Police officers were provided authority to transport users directly to treatment locations rather than bring them to jail and kiosks with sharps boxes were installed in the area.

As strategies were developed and implemented, the Mayor directed NBD to find the most expedient concept for the International Plaza at La Marketa to not only fulfill the neglected promise and set the stage for long-term revitalization, but also to bring positive traffic and visibility to the area and further deter drug sales and use.

NBD and DRHS presented a scaled back, organic proposal to build a seasonal outdoor market with room to grow and evolve as market conditions changed in the neighborhood. The new design features a central stage and paved gathering space for dancing and, using the model of the City of Rochester Public Market, converted shipping containers for pop-up retail. The Ibero-American Development Corporation was contracted to provide world-themed programming.



Since its completion, the International Plaza has drawn thousands of visitors to the neighborhood with fixed market dates and special events, including providing a venue for the Greater Rochester Fringe Festival.

Perhaps most significantly, the Plaza can now serve as a demonstration project of what can happen when City Hall is willing to listen and keep its promises. The International Plaza is proof of concept that change is possible in any neighborhood.

The emergence of the El Camino Neighborhood, which extends west from North Clinton Avenue to the Genesee River and north from Upper Falls Boulevard to the city line, might be the most positive sign of progress.

Carved from the larger 14621
Neighborhood, the branding of the El Camino Neighborhood with a distinct identity reveals the pride and determination of its residents. While this effort has been well underway among neighborhood residents for many years, the International Plaza draws people from outside – and delivers the message of change beyond the borders of the city.



Giving Rochester residents the foundation of a home

From 2014 through 2021, Citysupported affordable housing investments in Rochester almost tripled from an average of less than \$40 million a year to more than \$109 million, bringing total spending to \$872 million. Construction and renovation projects were completed or started on more than 4,000 affordable homes for 9,288 residents.

Percent of Rent Burdened* Households in Rochester

2010-2014: 60% 2015-2019: 55%

Percentage Point Decline:

Rochester: 5 pp • Monroe Co.: 2 pp

NYS: 2 pp • U.S: 2 pp Source: ACT Rochester



Investing in Affordable Housing: 2014-2021 New construction of re-hab projects completed or started.		
Rental		
Total Homes	3585	
Total Investment	\$767 million	
Lease to Purchase		
Total Homes	41	
Total Investment	\$13 million	
Owner Occupied		
Total Homes	187	
Total Investment	\$31 million	
Affordable Rental Within Market Rate		
Total Homes	243	
Total Investment	\$61 million	

Grand Total
Homes: 4,056
Total Investment:
\$872 million





*Rent Burdened is spending more than 30 percent of household income on housing. (U.S. Department of Housing and Human Development)
Source on rent burden rates: ACT Rochester

"Safe, quality and affordable housing is a fundamental human right," - Mayor Lovely A. Warren, Oct. 18, 2018

Northeast Rental Developments	Homes
Upper Falls Square: Ellen Stubbs; and Minister Raymond and Maxine Scott Apts.	150
Edna Craven Estates	164
N. Clinton, E. Main and Culver	150
Pueblo Nuevo I	75
Pueblo Nuevo II	29
Chatham Gardens	184
Michelsen and Mills	59
Market Apartments at Corpus Christi	42

Northwest Rental Developments	Homes
St. Bernard's Park	13
St. Bernard's Park II	147
Stadium Estates	45
Stadium Estates II	46
Lake Ravine Apartments	111
Eastman Reserve	187

Southeast Rental Developments	Homes
Eastman Gardens	52
Wedgepoint Apartments	60
Alexander Street Apartments	60
Warfield Square Apartments	72
Pinnacle Place	407
Tryon Park Apartments	106
Harris Park Apartments	114
E L Tower	193

Southwest Rental Developments	Homes	
Carriage Factory Apartments	71	
Hardy Park Apartments	10	
YWCA Housing	110	
Zion Hill Senior Apartments	45	
270 on East Apartments	112	
Landmark at Sibley Square	72	
Liberty Landing	33	
Liberty Lofts at Sibley Square	104	
Charlotte III	50	
Union Square	72	
South East Tower	336	
Chili Thurston	63	
Jefferson Wollensak	41	







Achieving Equity: A Study of Rochester's First ERA for Everybody

"We will work hard to put people back to work, lessen the disparities and bridge the vast divides that separate us." – Mayor Lovely A. Warren, inaugural address, Jan. 4, 2014



Overview:

Like many Black
Americans with ties to the
Jim Crow South, Mayor
Lovely A. Warren grew
up listening to her family
and their friends share
stories of naked racism
that would shock anyone
who didn't experience or
witness it firsthand.

Her grandparents, Cecil and Margaret McClary, were sharecroppers in Kingstree, S.C. when they began making plans to move their family north. But right before they could leave, their White landlord had Cecil arrested based on a lie about an unpaid debt. The money Margaret had saved through sacrifice to establish a new home in Rochester was used instead to reclaim her husband's stolen freedom.





For years after, well into the 1990s, when the McClarys took their children and grandchildren back to Kingstree for family visits, the trips included ominous, unexaggerated instructions to avoid potentially dangerous confrontations with Southern Whites. On one visit, the Mayor's uncle was chased down the street because he had forgotten these protocols and walked through the front door of a restaurant to say hello to an old friend who worked there.

Mayor Warren was born and raised in the North, where racism is considered more insidious than overt. But these stories and lessons stripped the filter of naivety from her eyes at an early age. By the time she took office, Mayor Warren was a seasoned fighter in the battle for equal rights and social justice – dating back as far as her time with the Black Student Bar

Association in law school and extending through her tenure on City Council.

She had been a protégé of some of the city's most stalwart civil rights pioneers, including Assemblyman David Gantt and County Legislator Connie Mitchell. She shared their passion for justice and fairness, as well as their impatience for those who refused to acknowledge the relationship between racism and poverty.

Legal segregation and codified discrimination might not have been as overt in the North as it was in the Jim Crow South, but for Mayor Warren, the effects of lost opportunity and unrealized potential for Black and Brown people were as naked in Rochester as they were in Kingstree.

As Mayor, she was going to reclaim their stolen futures.



Case Study: The Equity and Recovery Agenda: A New ERA for Everyone

"No individual or nation can be great if it does not have a concern for 'the least of these." – Dr. Martin Luther King Jr., Nobel Peace Prize Acceptance Address, December 10, 1964





May 17, 2014: Mayor Warren extends transgender health care benefits to City employees and their families enrolled in the city medical plan.

May 22, 2014: City adopts Ban the Box Ordinance, which prohibits employers from

A New Core Function

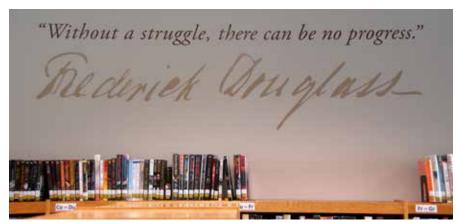
From the moment she took office, Mayor Warren's commitment to equity was the equivalent of a sports team's intent to score more points than its opponent. It was the only true measure of victory, and every aspect of her game plan was aimed at the primary objective of making sure every resident had equal access to the opportunities that came from living in Rochester.

Prior to the Pandemic, progress towards equity could be made within the scope of the City's core functions. The Mayor's oft-stated goals – create more jobs, safer and more vibrant neighborhoods and better educational opportunities – all sought to reverse the effects of government policies and economic practices that continue to trap many city residents in perpetual cycles of poverty.

Rochester's economic transition was showing signs of promise, so

the Mayor set out to accelerate the pace of growth while shifting City resources and investments toward programs that would give every resident access to the opportunities that came with it. Dismantling the city's racial and structural barriers to prosperity was a sound strategy, because improving outcomes for those at the bottom of the economic spectrum would benefit everyone above it. To illustrate this principle, Mayor Warren liked to quote a favorite adage of John F. Kennedy – "a rising tide lifts all boats."

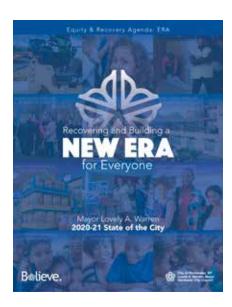
But the Mayor also didn't shy away from the racist origins to those barriers, and she fully understood the difference between equity and equality. Equal access to opportunity offered little benefit to those who must first overcome the countless disadvantages that come with living in neighborhoods with high concentrations of poverty.



inquiring about criminal convictions on a job application form or during the initial application process and prior to the end of the first interview.

Sept. 24, 2014: Mayor Warren and City Council President Loretta Scott dedicate new city street within the Midtown Rising development site as Andrew Langston Way to honor founder of WDKX, Rochester's Black-owned radio station.

Feb. 21, 2017: City Council adopts Mayor's resolution to re-affirm Rochester's status as

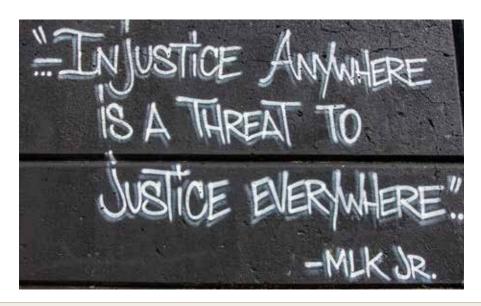


So the Mayor sought out methods to help residents overcome those disadvantages. She introduced innovative programs to augment the City's functions toward equity, such as the creation of the Office of Community Wealth Building and Office of Equity. She also looked for existing policies and procedures that could be amended to close the gaps of disparity even further, such as expanding investments in affordable housing; or increasing the workforce participation goals for Women and Minority Owned Businesses.

But as the events of the Coronavirus Pandemic unfolded throughout 2020 and into 2021, it became clear the need to address systemic disparity was more urgent than ever. The Mayor adopted a new metaphor: "We're all in the same storm, but not the same boat."

Rochester was gripped in grief, fear and turmoil and the city's minority population was bearing a disproportionate share of it. And they would almost certainly grapple with the worst of the Pandemic's aftermath for far longer than the general population. The Mayor gained an unwelcome personal insight into this suffering in November of 2020 when her mother, Elrita McClary Warren, died from Covid.

As the Mayor transitioned from Pandemic management to Pandemic recovery, she recognized the historic significance of moment. The city's progress toward equity – predating even her own accomplishments - was clearly at risk, and she had to take every measure to prevent that from happening.





a"Sanctuary City" that welcomes foreign immigrants and refugees regardless of their documentation. The proposal outlines the City's intent to defy then-President Trump's attempts to compel local law enforcement agencies to detain undocumented workers.

Jan. 25, 2018: City announces creation of the Office of Community Wealth Building to achieve economic equality throughout Rochester and expand the middle class through asset building and fair wages. March 7, 2018: Mayor Warren submits legislation to increase MWBE (Minority and Women Business Enterprise) participation goals to keep pace with demographic and business trends. The new goals align with Mayor Warren's efforts to increase



Case Study: The Equity and Recovery Agenda: A New ERA for Everyone



But the monumental scope of the pending change also carried an opportunity to overcome the limitations of her current strategy.

Up to that point, the push toward equity largely took place within the delivery of existing City services funded with continuously shrinking budgets. Perhaps more significantly, her ambitions were constrained by the political will of city stakeholders and other elected leaders. The push for change is always fragile, and there was still little consensus on the racist origins of Rochester's legacy of poverty or the best solutions.

But the concerns raised by the Pandemic and the accompanying social unrest upended this dynamic. The Pandemic didn't prompt questions on whether to change, they asked how to change.

Furthermore, the satisfaction with the status quo was replaced by outrage at the systems that enabled and perpetuated racial imbalance and poverty. Demands for change had never been louder in anyone in Rochester's lifetime.

For Mayor Warren, the direction for change pointed toward helping "the least of these my bothers" -- those with needs that, in the Book of Matthew, Christ said were the responsibility of the righteous: hunger, thirst, sickness, imprisonment and alienation.

In other words, the racial and structural barriers to opportunity and the disadvantages of poverty. Mayor Warren decided that the Rochester that emerged from



community wealth and close wage gaps. By 2021, MWBE contracts will increase 300 percent, prompting Mayor Warren to further increase the goals.

Aug. 17, 2018: Mayor Warren announces legislation to amend the City Charter to

reflect city residents with extremely low incomes when approving affordable housing developments.

Jan. 22, 2019: In partnership with City Council Vice President Willie J. Lightfoot Sr., Mayor Warren enters Rochester into the National League of Cities' Race Equity and Leadership Initiative, a program that helps cities build capacity to eliminate racial disparities, heal racial divisions and build more equitable communities.





the Pandemic would finally close the gaps of disparity and fulfill its responsibility to the "least of these."

To make that happen, the plan for Rochester's recovery would start by elevating the objectives of equity in the City's core functions to unprecedented heights.

But it would also do more than that.

In Post-Pandemic Rochester, equity would extend beyond the existing functions of City government.
Achieving equity would be a function of its own.

This case study examines how Mayor Warren's administration crafted an agenda to chart Rochester's recovery from the Pandemic and achieve equity for every resident.

May 16, 2019: Mayor launches Rochester 2034, 15-year comprehensive plan to guide city growth leading to Rochester's 200th birthday. Plan cites equity as a guiding value to "promote equity, inclusion and environmental justice by working to reduce

disparities, extend community benefits, ensure access to housing and include traditionally underrepresented populations."

April 27, 2020: Mayor Warren appoints Dr. Cephas Archie as City's Chief Equity Officer to head the new Office of Equity. Dr. Archie will serve as the City's liaison to the RASE Commission and ensure City fulfillment of recommendations; further develop and operationalize the City's new Budget Equity Amendment.



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Challenge

An Urgent Focus on Equity

As the first calendar year of the Pandemic approached its end, it was clear that the achievement of racial and structural equity had yet to gain a firm foothold in Rochester. The consequences of this disparity, which was sure to grow wider in the aftermath of the Pandemic, threatened to push broad segments of the city's population deeper into lives of dependency, desperation and grief. Their needs would consume City operations for decades and hasten the pace of neighborhood abandonment and disinvestment. Every aspect of the city's progress, which was so promising prior to the Pandemic, was at stake.

City Hall required new mechanisms to achieve equity that had not been previously considered. The pre-conceived limits on the role of government were removed from the equation.

The newly appointed City-County Commission on Racial and Structural Equity was expected to deliver valuable and workable recommendations to eliminate disparity across wide segments of society. The capable leadership of the RASE Commission's co-chairs -- former Mayor William A. Johnson Jr.; ESL Federal Credit Union Vice President Arlene Santiago; and Dr. Muhammad Shafiq, executive director of the Hickey Center for Interfaith Studies and Dialogue and professor of Islamic and religious studies at Nazareth College, -- bolstered Mayor Warren's confidence that these recommendations would be transformative.

However, the RASE Commission required a level of partnership with other agencies that could not be guaranteed over the course of time. While many of the recommendations could be achieved exclusively by the City, the full effect of its agenda was built upon the assumption of collaboration.

The City would do all it could to support these recommendations and facilitate collaboration and cooperative with other stakeholders. But as the Pandemic continued to further exacerbate the vulnerability of many of Rochester's minorities and working poor, the City needed an immediate and independent agenda of its own to achieve equity and recovery.

June 18, 2020: Mayor Warren, County Executive Adam Bello announce creation of Commission on Racial and Structural Equity to examine and develop policies and legislation to overcome systemic and institutional inequities, as well as, racism in Rochester and Monroe County.

Oct. 5, 2020: City and County, in partnership with the REAL Initiative Team and faith community, kick off the No-cost COVID-19 Testing and Flu Shots Initiative at city churches to ensure minority residents receive health care.

Jan. 7, 2021: Mayor Warren introduces Equity and Recovery Agenda.

Feb. 22, 2021: Mayor Lovely A. Warren signs Budget Equity City Charter Amendment, which will require City Departments to consider the implications of racial and "We must act now to make sure Rochester emerges from the pandemic and delivers the equity our citizens deserve. We must seize the opportunity to confront the effects of slavery, legal segregation, institutionalized racism and structural inequality. The time has come for a new era of equity and recovery... a new era for everyone."

- Mayor Lovely A. Warren, January 7, 2021

Approach:

From Recovery to Equity

In January of 2021, Mayor Warren began to deliver her annual State of the City Address as a series of short films to comply with the restraints of social distancing.

Each film introduced a different component of the Equity and Recovery Agenda, which laid out a strategy to drive Rochester's post-pandemic economic recovery with initiatives that recognize and reverse the effects of the historic racism and institutional inequality, as well as, prepare for a post-pandemic recovery.

The ERA Agenda builds upon the success of Mayor Warren's first seven years in office with a determined and unapologetic recognition that Rochester's most pressing challenges, including poverty, crime and educational disparity, were the direct result of polices and laws that have perpetuated the unfair and unequal treatment of minorities.

It proposed 11 initiatives to confront four issues that reveal the greatest manifestations of racism and inequality: Housing, Crime, Jobs and Education.



gender equity when drafting their annual operating budgets.

March 16, 2021: RASE Commission releases report "No Time for Excuses: It's Time for Action," to address deeply embedded practices and conditions in local government and other institutions that have long worked systemically against people of color.

Mar. 26, 2021: Mayor announces launch of exploratory committee to examine the establishment of a Universal Basic Income and reparations program in Rochester. May 12, 2021: Mayor Warren announces membership in Mayors for a Guaranteed Income, a network of mayors advocating for Reparations and Universal Basic Income.

Aug. 18, 2021: City begins accepting applications for membership to New



Case Study: The Equity and Recovery Agenda: A New ERA for Everyone



Create the City of Rochester "Housing First" Trust Fund (Housing Fund)

A self-perpetuating trust fund will promote home ownership; prevent the catastrophic consequences of evictions; stabilize the area's housing market and help families establish sustainable housing budgets of less than 30 percent of their income.

Create the "ERA Emergency Fund" to Prevent Families from Falling Into Poverty (Emergency Fund)

Micro grants of up to \$2,000 will help individuals and families prevent temporary financial setbacks from becoming catastrophic, life-changing events, such as unexpected medical expenses, lost work time or vehicle repairs.

Create an Office of Neighborhood Safety – A Whole City Approach to Reducing Violence (ONS)

This office was created in 2021 to coordinate and dedicate resources from several Departments, including the Rochester Police Department and the Department of Recreation and Human Services, toward violence reduction. The Office will oversee the Peacemaker's Fellowship.

Reforming the Rochester Police Department and Honoring the Life of Daniel Prude (Police Reform)

The tragic death of Daniel Prude serves as a catalyst for muchneeded and long overdue police reform, which began in the last half of 2021.



Americans Advisory Council to provide City leaders advice, knowledge and information on issues important to new Americans including immigrants and refugees. June 18, 2021: City launches implementation plan to accomplish the recommendations of the RASE Commission using \$1 million allocated by Mayor Warren and City Council.

July 1, 2021: City begins 2021-22 fiscal year with the most equity-focused budget

in Rochester history. Developed through the lens of the City's new Budget Equity Tool, the spending plan includes: a sharper RPD focus on crime reduction with the transfer of public-safety resources to other departments; Funding for the Office of Neighborhood Safety; the Persons in Crisis







Make Every Elementary School a Neighborhood Community School (Community Schools)

The call for the City, Rochester City School District, Monroe County and other partners to maintain their commitment to ensure that the full range of wrap-around services for students, their families and neighborhoods are available at every District elementary school, similar to School 17.

Leverage Investments in Infrastructure to Ensure and Expand Employment for City Residents (MWBE)

Further increase the City's Minority and Women Owned Business Enterprise (MWBE) public works procurement goals to direct more City spending on roads, buildings and other infrastructure toward MWBE's, which tend to have higher representations of minority employees who live in the city, and thus "turn the dollar" of City investments. Mayor increased the goals in 2018, leading to a 300 percent increase in MWBE contracts.

Valuing Those Who Are Caring For Us and Our Loved Ones – Providing a Living Wage for Health Care Workers (Health Wage)

Elevate and amplify the call for State legislation to mandate a living wage for health aide and nursing assistant positions to reflect the value of their work and the community they serve. Mayor Warren had a personal interest in this proposal because her mother, Elrita, who passed away in 2020, was a Home Health Aide for most of her career.

Expanding Urban Farming to Create Entrepreneurs and Fight Food Deserts – RocCity HomeGrown (Urban Farm/Food Desert)

Create a non-profit organization to establish urban-agriculture to help families grow their own fresh fruits and vegetables or create small food businesses. The agency would manage an urban-farm database of city parcels suitable for community gardens and develop programs to address startup costs and establish neighborhood markets.

Team; a civilian Public Safety Commissioner and the Police Accountability Board; the Buy the Block Greenlining initiative; an initial investment to implement RASE Commission recommendations and job training for the homeless.

Oct. 25, 2021: Mayor Warren and Spiritus Anti-Racism Coalition announce planned civil rights heritage site at Baden Park will be named for Minister Franklin D. Florence. **Nov. 9, 2021:** City Financial Empowerment Center announces clients have accumulated savings exceeding \$1 million.



Case Study: The Equity and Recovery Agenda: A New ERA for Everyone









Create a New Americans Advisory Council (NAAC)

The New Americans Advisory Council improves communication with the traditional and emerging leadership among refugee populations and other emigrant communities to build trust with government agencies and improve the delivery of City services.

Create an Arts Equity Fund – 1% for the Arts to Support Diverse Voices (Arts Fund)

Spend \$1 out of \$100 of public works funding to include public art in public works. A City Arts Commission will manage an Arts Equity Fund, generated by 1 percent of City capital investments to populate the public realm with art that inspires empathy among diverse communities.

Working Towards a More Sustainable Future – Equity through Environmental Stewardship (Environmental Justice)

Build upon the community wide Climate Action Plan to ensure further reductions in the Rochester's greenhouse gas emissions, build climate-change resiliency among city residents and promote environmental justice in racially segregated neighborhoods.

Universal Basic Income

In May of 2021, Mayor Warren expanded upon the ambitions of the ERA Agenda when she announced her membership in Mayors for a Guaranteed Income, a network of U.S. mayors advocating for a Reparations and a Universal Basic Income (UBI).





Outcomes:

A One-Time Investment for Long-Term Change

The American Rescue Plan Act of 2021 (ARPA) provided the City with \$202 million for pandemic relief and economic stimulus. Finding the most effective and expedient uses for such a large funding infusion – roughly half of the City's annual revenues – presented an unusual challenge for City leaders.

Applying the goals of equity articulated in the ERA Agenda offered an opportunity to leverage this one-time funding source to create a lasting and sustainable impact for the city.

The resulting Strategic Equity and Recovery Plan (SERP) was divided among the priority areas of the Rochester 2034 Comprehensive Plan to ensure compliance with ARPA spending guidelines and reflect the vision of community members who participated in the comprehensive plan's public feedback elements. It also implemented or set the stage for the goals of the ERA Agenda.

ECONOMIC GROWTH \$21 Million

Direct Assistance to Households: Establish a two-year Guaranteed Basic Income pilot program for up to 200 families; forgive delinquent tax and utility bills for qualified owner occupants. *Reflects and advances goals of UBI; Housing First Fund; Emergency Fund.*

Food Desert Loan and Grant Program: Support grocery stores and other food businesses in racially segregated neighborhoods to increase availability of fresh food items. *Reflects and advances ERA goals outlined in the Urban Farm/Food Desert proposals. Environmental Justice; NAAC.*

Targeted Business Revitalization Grant Program: Support new and existing businesses with revenues below \$5 million. *Reflects goals outlined in the NAAC; and Urban Farm/Food Desert Proposals.*

Support Kiva Rochester: Expand crowd-funded microloan program for entrepreneurs with challenges to accessing capital. *Reflects and advances ERA goals outlined in the Urban Farm/Food Desert and NAAC proposals.*





Case Study: The Equity and Recovery Agenda: A New

ERA for Everyone







WORKFORCE DEVELOPMENT: \$19.3 Million

City Sustainability Institute: Support the creation and development of employee-owned business cooperatives with paid training for employees. *Reflects and advances ERA goals outlined in the UBI; MWBE and NAAC proposals.*

Young Adult Manufacturing Training Employment Program: Expand capacity of existing program to bridge middle-skills gap in precision manufacturing. Reflects and advances ERA goals outlined in the MWBE; and Community Schools proposals.

Health Care Worker Program: Recruit applicants to health care jobs. *Reflects and advances ERA goals outlined in Health Wage and NAAC proposals.*

Youth Employment: Create additional jobs for youth. *Reflects and advances ERA goals outlined in Community Schools; ONS and NAAC proposals.*

CITY AND NEIGHBORHOOD PROMOTION \$11.3 Million

The City of Rochester Public Market and the International Plaza Expansion: Investments to expand year-round vending and special events to attract new jobs, visitors and customers. Reflects ERA goals outlined in ONS; ARTS Fund; NAAC; Urban Farm/Food Desert and MWBE proposals.

SMART CITY INNOVATIONS: \$5.8 Million

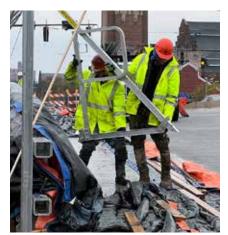
Inclusive and Accessible City Hall, Information Technology and Cybersecurity Projects: Digital infrastructure investments in City facilities. Reflects and advances ERA goals outlined the MWBE proposal.

TOURISM \$18 Million

Three ROC the Riverway program project expansions: Reflect and advance the ERA goals outlined in the MWBE and Arts Fund proposals.

- Floreano Riverside Convention Center "Rochester Convention District"
- Aqueduct Reimagined Centerpiece
- Blue Cross Arena at the Rochester War Memorial Riverfront Addition









PUBLIC HEALTH AND SAFETY \$53.1 Million

COVID Testing and Vaccination Initiatives: Reflects and advances ERA goals outlined in the Health Wage; and NAAC proposals.

Violence Prevention: Peacemaker Fellowship: Reflects and advances ERA goals outlined in the ONS proposal.

Food Pantries: Build upon the success of pandemic meal distribution for school children by creating permanent food pantries at City R-Centers. Reflects and advances ERA goals outlined in the Community Schools; and Urban Farm/Food Desert proposals.

Senior Meals Program: Continue Pandemic program offering neighborhood restaurants grants to augment revenue and deliver free meals to city seniors. *Reflects and advances ERA goals outlined in the NAAC proposal.*

Lead Pipe Replacement: Focus on homes in racially segregated neighborhoods to replace lead-pipe water intakes. Department of Environmental Services Commissioner Norman Jones was a strong advocate for this program. Reflects or advances ERA goals outlined in Environmental Justice and MWBE proposals.

Highland Park Reservoir Improvements: Complete project to comply with federal water regulations while preserving the historic character of the park. *Reflects and advances ERA goals in MWBE proposal.*

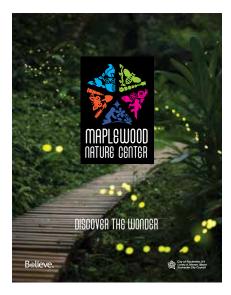
HOUSING \$33.4 Million

Five housing related programs: Reflect and advance ERA goals outlined in Housing Fund; Emergency Fund; ONS, NAAC and MWBE proposals.

- Housing Trust Fund Seed Funding: Build and renovate affordable housing to stabilize housing market and help families emerge from rent burden.
- Roofing Assistance: Expand City grant program to help income eligible
 city homeowners replace or repair roofs. Many city residents particularly
 the elderly are forced to defer this expensive procedure, which
 contributes to houses becoming vacant when they move.
- Home Rehabilitation Assistance: Expand the scope and benefit of the Roofing Assistance program home-repair grants with a focus on senior citizens.
- Land Bank Acquisition and Rehabilitation: Expand existing program to convert vacant houses to affordable owner-occupied homes
- Buy the Block: Greenlining for a Better Rochester New Home Construction (Housing Fund; ONS; MWBE)



Case Study: The Equity and Recovery Agenda: A New ERA for Everyone





PLACEMAKING:

Maplewood Branch Library: Build a new Maplewood Branch facility near Dewey Avenue to improve delivery of critical services in an area with a high concentration of New Americans. Reflects and advances ERA goals outlined in the NAAC; Community Schools; ONS and MWBE proposals.

Northeast Quadrant Branch Library: Build a new library branch in the only city quadrant with just one library branch to improve delivery of critical services to an underserved population. Reflects and advances ERA goals outlined in the NAAC; Community Schools; ONS and MWBE proposals.

ROC City Skatepark Completion:
Because skate sports appeal to a broad demographic, the first phase of the long-promised Skatepark was included among the initial ROC the Riverway projects to ensure a level of equity was included in the massive waterfront revitalization program. Completing the final design of the Skatepark reflects and advances the ERA goals outlined in the MWBE; NAAC; Community Schools and NAAC proposals.

Bull's Head Revitalization: Like the International Plaza project in the Northeast Quadrant, progress on the Bull's Head project fulfills a long unmet promise to the residents of a racially segregated neighborhood. Accelerating the project reflects and advances the ERA goals outlined in the MWBE; ONS and NAAC proposals.

Charles Carroll Plaza: Complete the redesign and reconstruction of this scenic park. Located in Downtown Rochester. Reflects and advances the ERA goals outlined in the MWBE; and Arts Fund proposals.

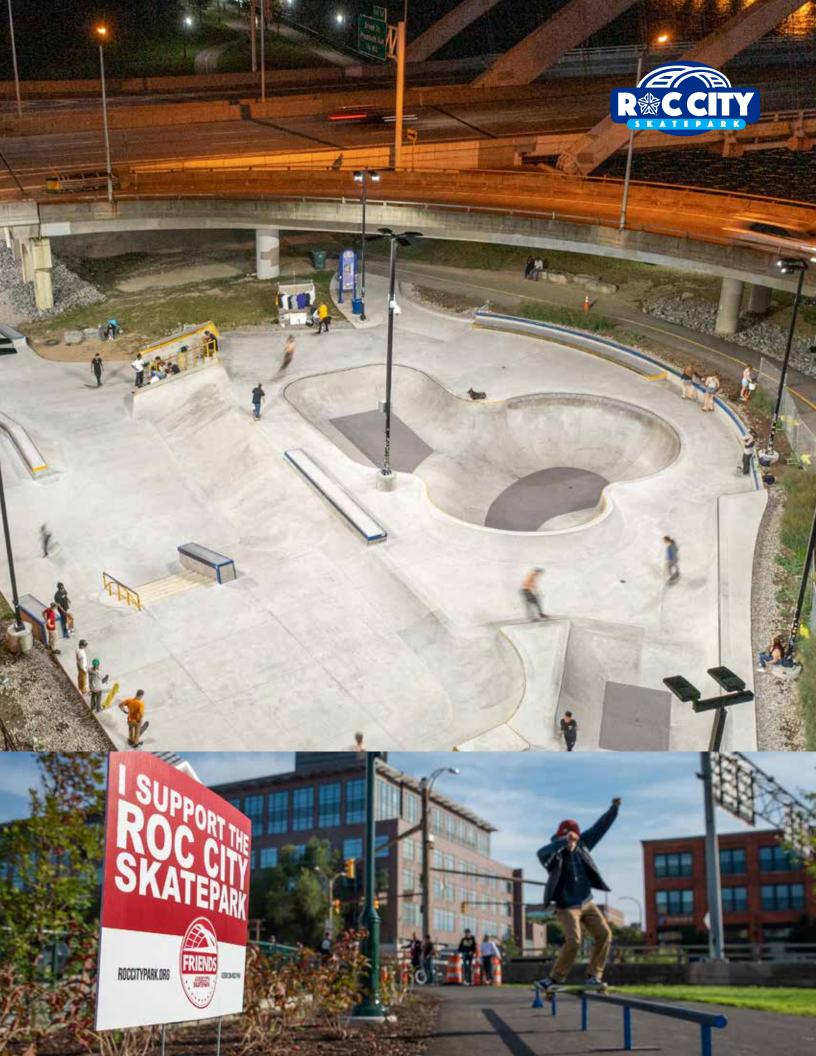
Maplewood Nature Center: Create a Nature Center located within the historic Maplewood Park for recreational and nature-based educational and environmental programming. Reflects and advance the ERA goals outlined in the MWBE; and Arts Fund proposals.

Durand Eastman Beach: Enhance Durand Eastman Park through the addition of accessible public pathways and numerous site improvements. Reflect and advance the ERA goals outlined in the MWBE; and Arts Fund proposals.

PLANNING FOR ACTION: \$8 MILLION

A portion of the funding is set aside to ensure compliance with ARPA guidelines, provide internal administrative support and for project contingency and future needs that may emerge in the next several years. Reflects and advances all ERA goals.







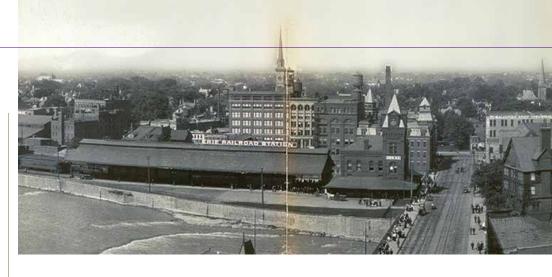




Creating More Jobs: A Study of Placemaking to Cultivate Opportunity for Everyone

"We must help their moms and dads get jobs so they can live good lives - send their children to college or into the workforce and welcome them back home to a city that values them for the treasures that they are."

- Mayor Lovely A. Warren, inaugural address, Jan. 4, 2014.



Overview: Putting opportunity first

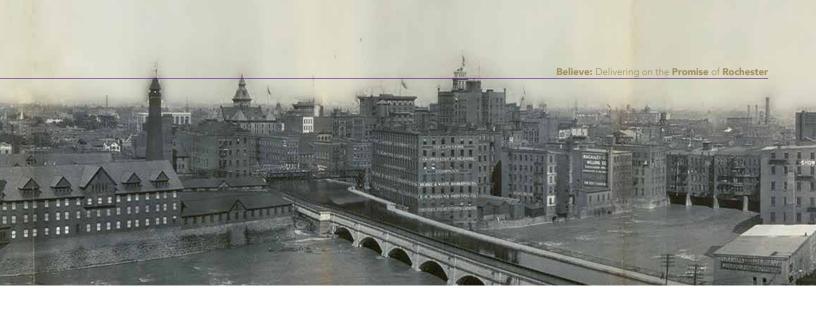
Like many cities, Rochester's history is broadly defined by the jobs it hosted: The Flour City, the Flower City, the Image City, the Photonics Capital of the World.

Mayor Lovely A. Warren's favorite Rochester moniker, though, evoked the open range of opportunity rather than the confined corners of an industry: The Young Lion of the West.

This colorful description portrayed the roar of unlimited possibility found in America's first boom town shortly after the nation's founding; a bustling settlement on the edge of an endless frontier, where the only constraints of fortune were the bounds of imagination.

A place, not a jobs market.





When Mayor Warren took office in 2014, Rochester's intellectual capital and advanced technology infrastructure were the firmly established building blocks of employment. This legacy of innovation and philanthropy from its "Image City" years gave Rochester a decisive edge in the emerging knowledge economy, and it remains a potent resource for many of the City's job-creation strategies and partnerships.

But half-way through the second decade of the 21st Century, Rochester had become a majority-minority city. A long history of racial segregation and structural inequality led to Rochester having one of the nation's highest concentrations of poverty—especially childhood poverty. This an equally, if not more, powerful legacy of the city's industrial heyday.

It was a well-known, long-studied problem, dubbed the "Tale of Two Cities." And when Mayor Warren and her team opened their own examination in 2014, they saw a tale of two solutions: Attract and retain high-paying jobs for a largely white, well-educated workforce; and build capacity to help the mostly minority disadvantaged residents benefit from the economic gains that would follow.





Mayor Warren decided that the people living in Rochester's most impoverished neighborhoods especially those punished by years of racial discrimination - could not wait for the wealth of the high-tech sector to filter over to the service industry, where so many subsided on a less-thanliving wage. It was time to put the city's economic objectives on a single track for everybody. To do that, she focused on one thing so many of its residents had been denied: opportunity.

Giving everyone in Rochester a chance to succeed at something they love, whether it's a good-paying job or ownership of a business, would open the untapped reserves of creativity that exist in every person, regardless of their social class or educational





achievement. Putting opportunities first, both large and small, would inspire the ideas that lead to more jobs for Rochester's residents—like a 24-year-old bank clerk named George Eastman's growing interest in photography led to the creation of the world's largest film company.

As the Warren
Administration looked
for a path to opportunity
that would include
everyone, they found
their direction in the past.
Like the Young Lion of the
West, Rochester would
be a place of unlimited
possibility; a place that
cultivated imagination
and inspired innovation.

A place of opportunity.

And almost 200 years after the city's founding, that place was still on the Genesee River.



Case Study: The Evolution of Placemaking as a Job Creation Strategy

The Focus on Placemaking

Until the shutdown of the 2020 Pandemic, Mayor Warren's job-creation and job-retention programs delivered steady gains in employment, demonstrated by a variety of positive economic indicators, favorable trends and national recognitions. The nimble service delivery of City staff during the Pandemic minimized the job losses of the economic shutdown to position the city for a successful recovery.



"Placemaking is the art and science of shaping private development, public facilities, and the public realm into places of great character." – Rochester 2034 At the beginning of the Mayor's first term in 2014, the City was poised to begin realizing the benefits of transformative investment projects at Midtown and at the Inner Loop East under the stewardship of the Department of Environmental Services. The Department of Neighborhood and Business Development moved quickly to accelerate the pace of these returns with actions that contributed to private sector construction investment in the first seven years of the Mayor's terms rising to \$2.5 billion, more than double the value during the previous seven. NBD's actions included: supporting and encouraging large scale private development at both project sites; recruiting large, prestigious employers to the new and refurbished Downtown buildings; quickly and thoughtfully selecting private sector developers to begin construction on the new vacant parcels; and facilitating the regulatory process to minimize delays in construction schedules.

Jan. 14, 2014: As a result of Mayor Warren's negotiations, Democrats in the Monroe County Legislature break an impasse to approve funding for the CityGate project.

May 6, 2014: Mayor Warren is featured on the U.S. Department of Commerce "Commerce in the Community" blog series. Her key priorities for economic opportunity, The Mayor said: "We have to make sure that economic opportunities are made available to all of our citizens."

May 23, 2014: Construction begins on what will become Tower280 at Midtown, the signature development of the Midtown







Mayor Warren was happy with the progress, but she wasn't satisfied. Many of the new jobs included racial and structural barriers to entry; wages in the service sector were still too low; and the job gains weren't coming quickly enough to break the cycle of poverty that afflicted so many city families.

Even as she promoted Rochester's employment gains, the Mayor set out to give the city's poorest and most disadvantaged residents access to opportunity. She launched a barrage of initiatives that included the creating of a workforcedevelopment partnership to close the middle-skills gap in precision manufacturing; attempts to construct a performing arts center at various Downtown locations; training people with challenging employment histories for good paying jobs in the environmental remediation field; providing crowdfunded microloans for under-capitalized entrepreneurs; introducing and supporting ridesharing programs to close the inner city transportation gap; supporting

small-investment landlords; altering the mission of the Rochester Economic Development Corporation (REDCO) to provide direct support for neighborhood businesses and commercial corridors; creating a non-profit organization to develop workers' cooperatives; and teaching the faith community how to tap into federal funding as non-profit real estate developers.

The Mayor also repeatedly sought out national equity-building and urban problem-solving initiatives, such as those emerging from the Obama Administration, the National League of Cities and the charitable arms of blue-chip companies and prestigious colleges and universities.

This case study examines how one of those national programs, sponsored by the Rose Center for Public Leadership in Land Use, elevated the concept of Placemaking to become a central tenet of the Mayor's job-creation and community-building objectives.

transformation and one of the many renovation and construction projects the City will support with financial and technical assistance. Vigorous City recruitment efforts help bring millions of dollars in private investment; large, premiere employers, a growing number of jobs and residents; and a new sense of Downtown vitality to the area.

Nov. 14, 2014: Mayor Warren joins State and Federal leaders at a "first fill" ceremony to mark the start of construction on the Inner Loop East Transformation Project. Less than five years later, development rights on all seven of the new Inner Loop parcels are awarded; and the ripple effect of private investment and enthusiasm is visible well

beyond the project site.



Case Study: The Evolution of Placemaking as a Job **Creation Strategy**

"For mid-sized U.S. cities to compete successfully in the 21stcentury global marketplace, it is crucial for governments to think beyond the tired strategy of luring away employers from other locales. Instead, city officials need to focus on land use and placemaking as ways to attract talent, generate new business opportunities, and consolidate economic and community development to enhance their brand." - Rose Center for Public Leadership in Land Use.

Challenge:

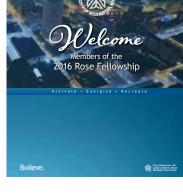
The need for a Unified Vision for Equitable Progress

Rochester's history of economic prominence in the 20th century, primarily driven by the success of its "Big Three" companies of the Imaging Industry, yielded a mixed blessing for the city's 21st century economy. The innovative practices and charitable giving of these large employers bestowed Rochester with a technological and social framework that continues to support startup ventures, attract new employers and facilitate the conversion of scientific discoveries into job-creating goods and services.

But the slow decline of the city's largest employers left a thinning veneer of wealth that masked the malignancy of poverty spreading across city neighborhoods, allowing state and federal policy makers to largely overlook Rochester's plight. Lucrative economic rescue packages and supportive aid formulas were awarded instead to cities and regions confronted with sudden and dramatic collapses of industry and population.

By the time Mayor Warren took office in 2014, the "Big Three" companies had lost their national stature and Rochester's challenges could no longer be ignored. State and federal policymakers were showing a willingness to provide the city with more support. But local leaders lacked a unified vision to guide the transformative investments the city needed.





July 27, 2015: Mayor Warren and other local leaders join Vice President Joseph R. Biden Jr. to announce that Rochester will be the U.S. hub of the American Institute for Manufacturing Integrated (AIM) Photonics, or the "Photonics Capital of the World."



Aug. 25, 2015: Rochester is one of just four cities in the United States invited by The Rose Center for Public Leadership to participate in the annual Rose Fellowship program.

Dec. 8, 2015: Inaugural class graduates from Operation Transformation Rochester, a City workforce program that prepares candidates for the new Young Adults Manufacturing Program, a partnership with TruForm Manufacturing to teach precision manufacturing skills.

Approach:

Expand on Lessons Learned, Leverage Value of Placemaking

In 2015, Rochester was one of just four cities in the United States selected to participate in the Rose Fellowship, an annual program of the Rose Center for Public Leadership in Land Use, which forms fellowships of national and local planners to examine and offer solutions for an identified land-use challenge. Rochester's Planning Office presented the challenge to "activate and revitalize" three areas of Downtown: Main Street; the Genesee River corridor and the Broad Street aqueduct.

After visiting Rochester and touring these sites, the Rose Fellows in 2016 provided a series of recommendations with a strong focus on Placemaking, a land-use principle that compels planners to examine and help articulate the distinctive, often intangible, characteristics that give areas within cities a unique sense of place.

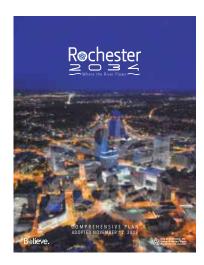
The Rose Fellowship recommendations weren't unusually ambitious. Some suggestions corroborated existing proposals, such as the more than two dozen conceptual projects outlined in the City's Local

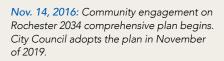
Waterfront Revitalization Program; while others inspired relatively new but attainable strategies, such as the idea to treat food service as the new anchor for retail traffic and workforce development programs.

But the true value of the Rose Fellowship presentation was a cogent argument for Rochester's best path forward, supported by success stories from cities that had incorporated Placemaking to reinvent themselves. This became the long-elusive political roadmap for Center City development and a shared script to appeal for outside support.

By 2019, the concept of Placemaking would extend well beyond Downtown when it was formally introduced to the broader community as one of the two guiding values of "Rochester 2034," the City's 15-year comprehensive plan to influence growth and development.

The comprehensive plan has significant merit in its own right, particularly because it forms the philosophical foundation of the City's Zoning Code. But Rochester 2034 was also enacted as an operational document after the Mayor invoked its objectives as essential criteria to justify future budget decisions and legislative proposals to City Council.







Jan. 27, 2017: Kiva Rochester surpasses \$100,000 in crowdfunded microloans for small businesses in just four months, highlighting the unmet capital needs of Rochester's entrepreneurs. By the end of 2021, Kiva raises almost \$1 million in loans for minority and women owned businesses.

Feb. 8, 2018: Mayor Warren and State leaders announce the launch of the \$500 million ROC the Riverway waterfront revitalization program with an initial investment of \$50 million. By the end of 2021, more projects are in progress or complete; Constellation Brands cites vision



Case Study: The Evolution of Placemaking as a Job Creation Strategy

Outcomes:

ROC the Riverway Waterfront Revitalization Program

In February 2018, State leaders joined Mayor Warren to announce the launch of ROC the Riverway, a \$500 million program that consolidates more than 30 Downtown public waterfront revitalization projects to elevate the role of the Genesee River as Rochester's most distinctive, most valuable Placemaking characteristic.

In September 2021, with the first collection of projects completed,

including the high-profile ROC City Skatepark, and more under construction or design, beverageindustry giant Constellation Brands announced plans to locate its international headquarters in the historic Aqueduct Building, citing the vision of ROC the Riverway as a key factor. The announcement included a promised \$80 million in spending from Constellation Brands and the developer to renovate and upgrade the fivebuilding riverfront campus, validating the Rose Fellowship's assertions that Placemaking induces significant private-sector investment.

"In many places, we turned our backs to the river, and Rochester evolved almost as if it were two separate cities on either side of the Genesee. ROC the Riverway gives us a chance to change that perspective. We're going to reengage the Genesee and give our citizens and visitors an opportunity to get closer to the river and witness the awesome glory of this natural wonder flowing through the heart of our city." – Mayor Lovely A. Warren, Feb. 4, 2018.

of Rochester's ROC the Riverway as a motivating factor to re-locate to Downtown with an accompanying \$80 million in private investment March 13, 2018: City hosts first of two Landlord-Small Developer Summits for landlords with between two and 40 rental units, beginning the start of a new City relationship with a long overlooked, under appreciated sector of the city investors and employers.

June 12, 2018: The Strong National Museum of Play breaks ground at the Inner Loop East on a major expansion project to extend its national market with upgrades that include more museum space, a hotel, housing and retail.

ROC the Riverway Projects Completed, Under Construction or in Design by end 2021

- Aqueduct Re-Imagined and Riverfront Promenade (Design)
- Blue Cross Arena at the Rochester Community War Memorial
 - Exchange Street Additions (Completed)
 - Riverside Additions (Design)
- Erie Harbor Promenade (Completed)
- High Falls Terrace Park, Brewery Line Trail (Design)
- Joseph A. Floreano Rochester Riverside Convention Center
- North Terrace (Complete)
- South Terrace and Addition (Design)
- Pont de Rennes Bridge, Brown's Race Renovations and Enhancements (Design)
- Riverway Main to Andrews
- West: Charles Carroll Plaza and Sister Cities Bridge (Under Construction)
- East: Genesee Crossroads Park (Design)
- ROC City Skatepark (Completed, additional upgrades pending)
- Running Track Bridge Stabilization (Design)
- West River Wall Improvements (Construction)









Sept. 9, 2019: Mayor Warren holds first of five Faith in Action: Development and Housing Opportunities workshops to help the city's faith community learn how to form federal Community Development Corporations and become investors of

conscience in city neighborhoods with large tracts of vacant property. By the end of 2021, construction of the first faith-based development is underway and more than 20 houses of worship begin or submit CDC applications.

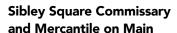
Nov. 14, 2019: Mayor Warren joins "popcorn throwing" ceremony to announce start of construction on the Commissary project at Sibley Square.



Case Study: The Evolution of Placemaking as a Job Creation Strategy

"The successful first year of The Commissary is a testament to the talent and creativity of the men and women who are seeking opportunities to turn their cooking skills into a business."

– Mayor Warren,
Septenber 9, 2021



Inspired by the Rose Fellowship suggestion to cultivate food-service along Main Street, the Commissary food-business incubator and shared kitchen facility is a place where dining-service entrepreneurs can launch their businesses with high support and low cost. It features 14 production kitchen stations, a 40-foot line of commercial grade kitchen equipment and cold and dry storage facilities. In its first year, the Commissary hosted 43 businesses, more than half of which were owned by minorities or women.





The Mercantile on Main

The Commissary also provides cooking and dishwashing facilities for the micro-kitchen food stands in the Mercantile on Main. Located in the heart of Sibley Square with large windows and access to outdoor seating, the "Merc" is another lowcost, high-support entry point to the dining industry; contributes to Main Street's vitality and vibrancy yearround; and provides an informal communal gathering space where Downtown's creative-class workers can hold the informal conversations that inspire new business opportunities.



East Main Streetscape Improvements

The section of East Main Street from the Liberty Pole Plaza to the four corners at Exchange and State Streets is undergoing a renovation project that includes elements of Placemaking, with park-like amenities that invite users to gather along the sidewalk and other open spaces. These include on-street parking and bicycle racks; benches; phone and computer charging stations; and play elements. While the primary purpose of the street is to provide people a way to move between places, Main Street will become a place in its own right.

Feb. 24, 2020: REDCO – the Rochester Economic Development Corp. – begins operations under a new business model and mission to support on the small businesses along the city's commercial corridors. In its first 18 months, REDCO served more than 150 businesses, providing consultation and business-education programs and almost \$2.2 million in grants and loans. July 1, 2020: Fiscal year 2020-21 begins with first City budget to include guidelines from Rochester 2034 comprehensive plan.







Bull's Head Prime Developer Selection

The Bull's Head Revitalization Project was launched in 2009, but was largely dormant until Mayor Warren's administration dedicated \$10.6 million in the City's Capital Improvement Budget for land acquisition and environmental remediation. In 2020, after acquiring 12 acres of property, the City issued a Request for Qualifications seeking a Prime developer to drive private sector investment in the revitalization area. The RFQ, spelling out requirements for the prospective developer, included many of the elements of Placemaking with an emphasis on creating jobs and reversing the effects of racial segregation.

As a partner with the City in advancing redevelopment at Bull's Head, the selected Developer must continuously assess the value of any proposed development with the following questions:

- Is the project good for the tax base? How?
- Is the project good for economically disadvantaged households? How?
- Does the project have a good multiplier effect (jobs)? How many jobs are created?
- Is this project good for market confidence?
- Does this project aid in the de-concentration of poverty?



Oct. 9, 2020: Rochester icon, Zweigle's celebrates completion of 15,000 square foot expansion of their North Plymouth Avenue facility with significant technical and financial support from the City.

June 10, 2021: Mayor Warren announces that a team of agencies lead by the Dawson Company of Atlanta, GA will serve as the prime developer to drive private-sector investment and Placemaking in the Bull's Head Revitalization Project.



Case Study: The Evolution of Placemaking as a Job Creation Strategy

"The Rochester 2034 plan outlines the principles that will shape our city's growth for the next 15 years. It's our blueprint to guide our efforts to create more jobs, safer/more vibrant neighborhoods and better educational opportunities."

– Mayor Lovely A. Warren

Rochester 2034 Comprehensive Plan

Adopted in 2019, drafted by the Office of Planning under Director Dorraine Kirkmire, Rochester 2034 seeks to guide the city's growth and development leading up to its 200th anniversary in 2034. The plan includes a strong emphasis on Placemaking, making it one of two guiding values and one of four Initiative Areas.

Guiding Value and Principles of Placemaking

The design of our surroundings is intimately related to how we

experience, interact with, and feel about places. Thoughtful design is important to creating places where people want to be. These principles are intended to cultivate a strong and unique sense of place for the City of Rochester, and to make it a place where people want to live, work and play. – Rochester 2034

- Design at the pedestrian scale
- Create beautiful spaces
- Provide diverse housing options
- Celebrate assets
- Strengthen multi-modal travel
- Focus growth
- Rochester 2034 contains an elaborate discussion and recommendations related to the concept of "Placemaking," found in Initiative Area 2, The Placemaking Plan. This chapter overlaps substantially with the rest of the Plan and represents a comprehensive approach to the physical redevelopment and enhancement of the City of Rochester.
- Enhancing all factors related to Placemaking will continue to position Rochester to attract more residents and businesses.





Rechester THESE ARE THE PRINCIPLES THAT GUIDE US.



PLACEMAKING PRINCIPLES | THOUGHTFUL DESIGN WILL CREATE PLACES WHERE PEOPLE WANT TO BE.

DESIGN AT THE PEDESTRIAN SCALE

We will prioritize development and design that is pedestrian scaled and generates street level activity in order to promote walkability and healthy lifestyles and to create an attractive and welcoming built environment.

CREATE BEAUTIFUL SPACES

will design our streetscape We will design our streetscapes and public spaces to be vibrant, playful and environmentally sustainable, to reflect, cultivate and celebrate the unique identities of our city and neighborhoods

PROVIDE DIVERSE HOUSING OPTIONS

We will work to preserve our existing housing stock while also providing more diverse accessible options within all neighborhoods that expand our range of housing types, densities and prices.

CELEBRATE ASSETS

We will capitalize on our existing We will capitalize on our existing unique assets, including natural and scenic amenities, cultural heritage and distinctive historic structures and landscapes, recognizing that these assets enhance neighborhood pride, foster a strong cultural identity and attract vicitors new. identity and attract visitors, nev residents and investment

STRENGTHEN MULTI-MODAL TRAVEL

We will strengthen multiple modes of transportation and promote more sustainable transi options by improving walkability and accessibility, and increasing bus and bicycle access throughout the city.

FOCUS GROWTH

We will focus population growth and commercial development and commercial development along key transportation corridors and within mixed-use centers in order to capitalize on existing infrastructure and critical mass of activity.



















Achieving Equity through Infrastructure

Since 2014, the Department of Environmental Services (DES) has managed an unprecedented number of public works investments. Transformative projects included major street restorations, city-wide water service upgrades, and a host of tremendous engineering and architectural projects both within the public right-of-way and throughout the entire Genesee River Landscape.

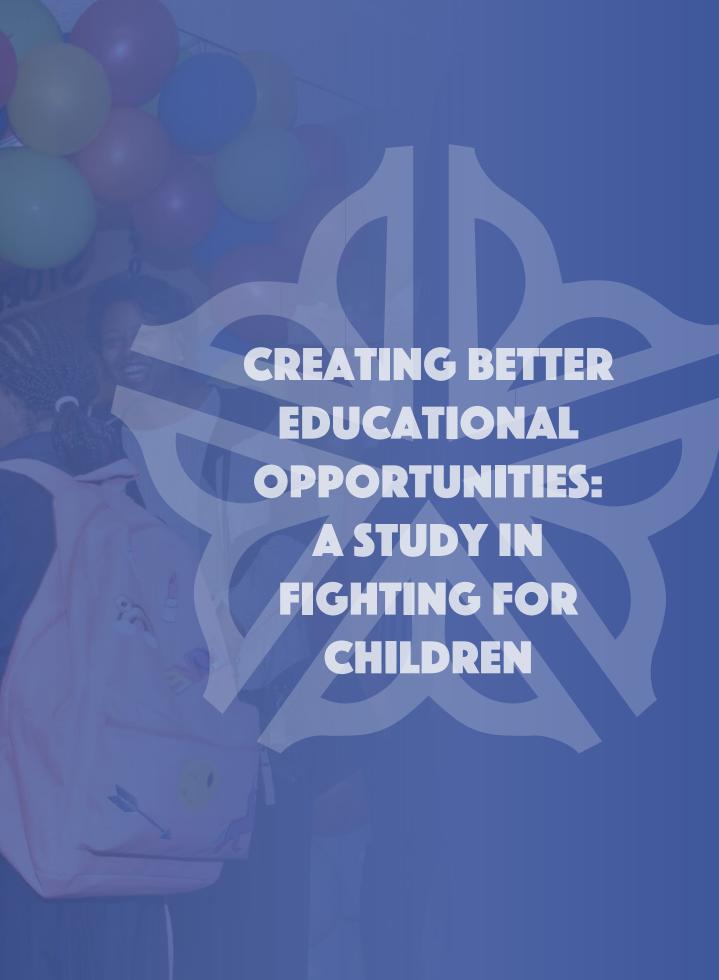
This massive body of capital improvement work totaled more than \$379 million, and touched every corner of the City, while creating more than 4,120 jobs.

Under the direction of Commissioner Norman H. Jones, the engineers, architects and contractors who implemented these initiatives were mandated to leave everything they touched in a transformative

condition that would serve the citizens at the highest level for decades to come. Through this expectation for exceptional stewardship, he also mandated that all utilities change their approach for all appurtenances in the rightof-way by increasing maintenance standards requiring concrete collars around manholes to prevent shifting, sinking and deterioration of the road. This change will positively affect the entire community as road surfaces everywhere will be kept whole and ridable for all modes of transportation.

"The people hurt first by crumbling infrastructure, Commissioner Jones said, are those who can least afford to repair the damage it causes, such as such as lost mufflers and other damages from vehicular impacts with potholes and poorly maintained utilities."







Creating Better Educational Opportunities: A Study in Fighting for Children

"Working to fix our schools and offering parents more good choices is a priority. And I will fight very hard to do that. I am going to fight for changes and outcomes with the fierceness of a mother defending her child."

– Mayor Lovely A. Warren, Inaugural Address, January 4, 2014

Overview:

One story that perfectly illustrates Mayor Lovely A. Warren's determination to improve educational outcomes for Rochester's children actually had nothing to do with teaching or learning.

During a morning commute in April of 2015, a group of City School District students engaged in yet another brawl at the Downtown Rochester Transit Center, injuring an innocent bystander. It was the second fight at the Center in three days, and the latest in a long history of violent confrontations among students at Downtown's bus transfer hubs, dating back to the old Midtown Plaza and then the Liberty Pole.

It was a persistently stubborn problem that had confounded the mayors before her, as well





as leaders in the School District and the Regional Transit Service. None of the solutions that were tried so far had fixed the problem, including stepped up police patrols at the Center, adjustments to bus schedules or attempts to address the underlying causes of the disputes. The Rochester Downtown Development Corp. had even begun developing plans for a Downtown teen center to provide students an alternate gathering place.

When she arrived at
City Hall that day, Mayor
Warren decided it was
time to expose the
elephant in the room:
Students were transferred
though Downtown to
save money. She fired off
an open letter to RCSD
and RTS and scheduled a
news conference calling





for an immediate end to the practice, regardless of additional expenses.

The letter and prepared remarks reflected the mayor's frustration without ambiguity. But it was an unscripted response to a reporter's question that grabbed headlines and changed the narrative.

"I am a mother and I wouldn't want my child to go to this Center," she said.

With those 15 words,
Mayor Warren shifted
the perspective from
controlling the behavior
of students to responding
to the fears of parents.
Within weeks, the District
and RTS developed a new
transportation network,
reducing the number of
students who transfer
through Downtown from
the thousands to a few
hundred.

Practically overnight, a seemingly intractable problem that had stymied Downtown stakeholders for decades was effectively brought to a close.

The mother of a 3-yearold when she entered office, Mayor Warren maintained throughout her terms a relentless devotion to childhood innocence and an unapologetic sympathy for the parents who fought to preserve it. That mindset soon revealed itself as the underlying principle driving her education priorities, and every decision regarding the welfare of children.

"What I want for my child, I want for every child in Rochester," became her mantra for education reform.

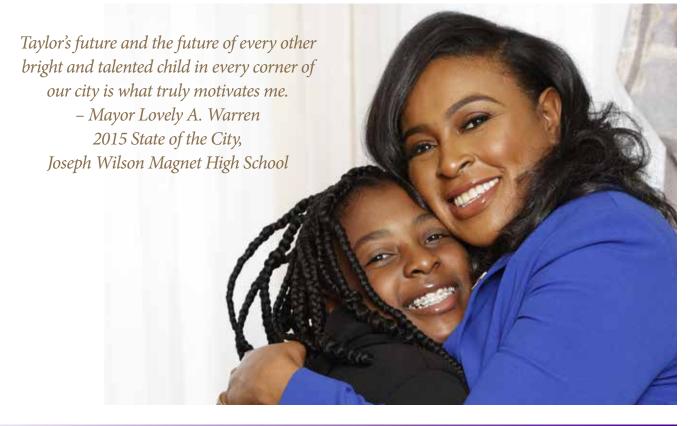
Fully, aware that City government has no authority over education policy or spending in City schools, the Mayor nevertheless entered office with an outspoken commitment to improve educational opportunities in the city.

In the areas where she had the most control, she produced a host of successful outcomes. In those where she didn't, she sustained some of the greatest disappointments of her professional career.

As the Pandemic of 2020 took center stage in the community, much of the Mayor's education-reform agenda was put on hold as she shifted her focus to building alliances to protect the city's most vulnerable children. By the end of 2021, many of the revolutionary changes she hoped to instigate were left unfulfilled.

But she was able to demonstrate that Rochester's most entrenched and longstanding education challenges aren't as intractable as they might seem; that even the most confounding problems can be solved.

All it requires is a willingness to adopt a new perspective and change the narrative.





Case Study: Bringing a True Community "Beacon" School at School 17

"School 17 and JOSANA
are beacons of hope,
showing us that we can
come together
and overcome any
challenge we face."
– Mayor Warren,
2019 State of the
City Address

Lighting the Beacon

Mayor Warren's commitment to the education reform extends beyond her career in elected office.

As the Legal Counsel for the late Assemblyman David Gantt, she co-authored the 2007 enabling legislation for the Rochester Schools Modernization Program, a \$1.2 billion facilities renovation project that includes a primary goal of opening school buildings to their surrounding neighborhoods.

These design upgrades are a critical component of the national Community Schools model, which envisions school buildings also serving as neighborhood "beacons," or community gathering places and resource centers with wrap-around services for students, families and residents. For Mayor Warren, the model aligned perfectly with her philosophy that the first part of assistance is concern. When she entered office, she set out to

implement the "Warren Education Plan," which called for making every school in the city a Community Beacon School.

Following the outline of her
Education Plan, she also directed
City resources – particularly in
R-Centers and library branches – to
improve educational enrichment
outside of the classroom; formed
community partnerships to provide
children a better foundation for
learning as they entered school;
and created specialized workforce
development programs to help
young adults overcome educational
deficits after they left.

A proponent of School Choice, she also supported the establishment of more Charter Schools in the city. And her concern for children wasn't limited to academics. She restored funding to re-establish the Rochester Fire Department's Community Outreach Unit to teach fire prevention and safety to



February 2014: Mayor holds first "Lunch with the Mayor" event. Throughout her terms, Mayor Warren will visit City schools and have lunch with students. At each event she will pass out "guidebooks," in which students are encouraged to record their future aspirations and dreams for the future. March 2014: Mayor Warren convenes the Early Learning Council to initiate a dialogue on the challenges and opportunities to educate Rochester's youngest and most vulnerable students; and then develop policies and recommendations to expand Pre-K programming throughout the city.

May 21, 2014: City re-brands recreation and community centers as R-Centers to reflect increased focus on education and health programs beyond traditional activities.

May 17, 2014: Mayor Warren recognizes Youth Voice One Vision as the official









children and families. And when she introduced the "Books and Bears" program, she again went off script to explain the true poignancy of the effort. It was a way for officers to tell children at traumatic events "I see you. You are important," she said.

Perhaps most notably to the wider community, Mayor Warren fully exhausted the power of her influence as Mayor – her bully pulpit - with fervent attempts to compel radical reforms in the governance of the RCSD. These included a 2016 proposal to give the Office of the Mayor oversight of schools deemed by the State as "persistently struggling" and placed under receivership; and a contentious campaign in 2019 to build community support for the State Board of Regents to temporarily disband the Board of Education and put the District under the control of a State appointed administrator.

On these fronts, however, she was unable to prevail over the deeply entrenched bulwarks of the status quo.

Still, the Mayor's most lasting educational achievement might be her role in bringing the first true Community Beacon School to Rochester at School 17 in the JOSANA Neighborhood.

Despite the continuing challenges of educating children in a neighborhood with some of the city's highest rates of poverty, the model has been widely hailed as a success and now serves as an impetus to replicate the Community Beacon School Model in other schools.

This case study examines how Mayor Warren helped build a coalition to launch a Community Beacon School demonstration project at School 17.

Mayor's Youth Advisory Council. Among other outcomes, YVOV will convene youth focus groups to help in the development of Rochester 2034 comprehensive plan to ensure the city's blueprint for growth reflects the value of play in childhood development.

Sept. 18, 2014: Mayor Warren announces Mayor's 3-to-3 Initiative, which emerged from the Early Learning Council, to provide city 3-year-olds with opportunities to develop the academic and social skills necessary for success in school by the third grade.

Feb. 4, 2015: City joins First Lady Michelle Obama's #ReachHigher social media campaign. On annual College Signing Day, City will post on its social media platforms photos graduating City school seniors with the names of their colleges and universities.



Case Study: Bringing a True Community "Beacon" School at School 17







Challenge

The Threat of Inertia

In early 2015, Mayor Warren's Administration was beginning to see the first signs of success from the previous year's launch of the Mayor's "3 to 3" initiative, which built a community support system to begin preparing 3-year-old children to read at grade level by 3rd grade, the point when children make the transition from learning to read to reading to learn. The Mayor wanted to build on the momentum of this victory and start forming the network of service providers a Community School would require while the comity of mutual achievement was still fresh.

But the progress on of the first phase of the RSMP was showing signs that it might fail to live up to the hopeful expectations outlined in Assemblyman Gantt's 2007 enabling legislation. Furthermore, the relationship between the Superintendent of Schools Bolgen Vargas and the School Board was becoming increasingly fractious, eventually leading to Vargas stepping down from the post six months before the end of his contract.



June 10, 2015: Mayor Warren begins forming community alliance to host Mayor's Community Beacon School Pilot Project at School 17.

July 1, 2015: Rochester Public Library begins expanding children's programming with

increased staff. The addition of four children and teen librarians and two youth services assistants will contribute to a 28 percent increase in children's programming sessions and a 96 percent increase in attendance for children's programming.

July 27, 2015: After successful conclusion of one-year pilot program, Rochester Public Library permanently eliminates late fines on children's books and materials resulting in a 6 percent increase in borrowing of materials by children and teens.





City of Rochester, NY
Lovely A. Warren, Mayor
Rochester City Council

REJOB
TRAINING

Despite relatively broad support among education stakeholders for the theoretical concept of community schools, the elements of innovation and cooperation required for such an immense undertaking were still fragmented. There was not even a mutually agreed upon definition of a community school.

Mayor Warren fully understood that even the most successful implementation of a Community School would take several years to show results and generate a community mandate to replicate the model at other schools. Each year of delay pushed that moment of collective insight further into obscurity, putting the vision for a Community Beacon School further at risk.

The first phase of the RSMP, with a \$325 million price tag, was headed toward its eventual completion and operation plans for many of newly renovated schools had

yet to be written. Meanwhile, the negotiations to chart the \$435 million second phase were still unsettled.

To Mayor Warren, this was a recipe for inertia. If these discussions took place with the concept of Community Beacon School still in a hypothetical format, with no agreed upon definition and no physical example to point to, there was a very real possibility the newly renovated schools that came from the \$1.2 billion investment would continue to operate as they always had. Some might host a few elements of a community school, and even bear the title of the model in District records. But they wouldn't be the neighborhood beacons Mayor Warren sought to deliver for Rochester's children and families.

Against this backdrop, the need for a Community Beacon School Pilot Project was more urgent than many people realized.

Oct. 2015: Mayor Warren announces School 17 will be a Community Beacon School.

Dec. 1, 2015: Mayor launches new "Storytime with Style" reading partnership. Shelves built by students at Edison vocational high school are placed in barbershops and

hair salons and stocked with children's books to encourage children to associate waiting and reading.

Dec. 8, 2015: First class of Young Adult Manufacturing Training Employment Program (YAMTEP) celebrates graduation ceremony. Founded in partnership with the City by Tyrone Reaves, owner of TruForm Manufacturing, YAMTEP provides young adults training in precision manufacturing to bridge the middle skills gap.



Case Study: Bringing a True Community "Beacon" School at School 17







Jan. 26, 2016: Mayor Warren taps constituent advisor and future Chief of Staff Brittaney Wells to re-launch and re-invigorate Pillars of Hope Program, expanding school-based Black-adult role model and mentorship program from two to 10 schools.

Approach:

Build a Coalition, Define a Community School

In June of 2015, a confluence of events came into alignment that positioned School 17 as the ideal venue to host the Mayor's Community Beacon School Pilot Project.

First, there was the recent history of the school itself. In 2013, School 17 was one of the first five City schools to celebrate the completion of renovations under the RSMP. Thanks to the determined advocacy of former principal Ralph Spezio, the upgrades included physical features that would enable a community school; and the school campus was the site of health and dental clinics operated by non-profit providers.

Then there was the neighborhood. The residents of JOSANA – short for Jay Orchard Street Neighborhood Association – had organized in 2001, following the tragic shooting death of 10-year-old Tyshaun Cauldwell, a student at School 17. From that organization, the neighborhood had managed to garner City funding for the Neighborhood Master Plan that included the framework for a deeper Community School relationship with School 17. Meanwhile, two organizations, Flower City Habitat for Humanity; and the Charles Settlement House were working through extensive programs to add approximately 200 new affordable housing units to the neighborhood.



Feb. 6, 2016: Mayor Warren launches Inspiring Beauty "Red Carpet Affair" Program. Built upon the arrival of the "Inspiring Beauty: Ebony Fashion Fair" exhibit at the Memorial Art Gallery, program brought City students and mentors together

in an elegant "black tie/long gown optional" gala setting to promote the concepts of empowerment, pride and achievement, particularly among African Americans, as espoused by Ebony Magazine founder Eunice Johnson.



"The Mayor is looking to expand services that the City offers to students and the broader community. She wants to look at the possibility of opening other parts of the school for community use particularly the computer lab."

– Excerpt from meeting minutes, Allen K. Williams, Director of Special Projects and Educational Initiatives



Apr. 2016: Mayor Warren announces proposal to have NY State create a new "Receivership District" that would allow the Office of the Mayor to influence education policy in schools placed under receivership. Finally, what looked like a challenge created an opportunity. Under a new State law, School 17 was deemed "persistently struggling," and placed under receivership. Caterina Leone-Mannino, an energetic school administrator from Central Office, recognized the opportunity this presented and asked to be named principal of the school. With Superintendent Vargas named as receiver, he had greater autonomy over school policies, which he essentially handed over to Principal Leone-Mannino. She promptly used this authority to give neighborhood children priority seating status in the school.

Then on June 10, Mayor Warren hosted a meeting to begin building support for the Community Beacon School Model. Included were the School Board President, Superintendent and Teacher's Union President, along with the new principal to form educational consensus around the model;

representatives from the Farash Foundation and Rochester Area Community Foundation to provide financial and organizational support to recruit non-profit service providers; and, finally, researchers from the Center for Governmental Research, who would conduct the underlying analysis for the model and draft a blue-print for implementation.

In September of that year, the CGR delivered the School 17 Strategic Plan, funded by the Farash Foundation. The Plan clarified the definition of a Community Beacon School as designed by the Youth Development Institute, using the beacon schools in Cincinnati, Ohio as the primary guideposts.

"A community school serves as a single point of access ("SPOA") for students, their families and the community. Successful community schools are child centered, family-centered and community-centered: everyone who is a partner is focused

May 9, 2016: State Education Commissioner announces Mayor's Receivership District proposal is not authorized under State law.

May 12, 2017: Inaugural class of Rochester Environmental Job Training (REJob) program celebrates graduation. By 2021, all 110 attendees of six cohorts – many of whom did not succeed in City schools by traditional measures – will graduate from the program with 100 percent attendance rates; 100 percent passage of State certifications; and 100 percent job placement.



Case Study: Bringing a True Community "Beacon" School at School 17



"With everyone working together and focusing on the needs of students, under the leadership of Principal Mannino and her team, School 17 will come off of the receivership list on July 1! My birthday! Their success is an inspiration, not just for our schools, but for all of Rochester. For our entire community."

– Mayor Warren, April 23, 2019
State of the City

on a common mission, shares the core values above, and shares accountability for the successes and failures. Everyone works together to integrate core instructional programs, expanded learning opportunities and comprehensive support services." – Kristin Barclay, CGR Researcher.

In an October memo to stake holders, Allen Williams further elaborated on that definition with the Mayor's vision for Community Beacon Schools.

"As we move forward on the Beacon/Community school model we need to adopt a formal definition of what a Beacon/Community School and determine the standards for implementation, measurement criteria and criteria for success..."

"Educational Success for children; making sure that every student graduates from high school with the necessary skills to enter college or pursue a career is the primary goal of a Beacon School."

In broad terms a Beacon School is the center and an integral part of the community that serves students and their parents. A common characteristic of successful Beacon/ Community Schools across the country is that the school building is open beyond the school day and traditional school year to provide:

- Academic support
- Health Services
- Social Services
- Cultural and Civic opportunities to students, families and the broader community

"Another common characteristic of a Beacon School is the partnership with agencies which create a service support system to help children and their families be successful in school and transform their neighborhood."

"Beacon Schools are not only an integral part of the community, they are the center of a community which if successful improves the educational and life outcomes of children which ensures brighter futures for young people and create healthier, safer neighborhoods with greater access to opportunity."

On Oct. 16, 2015, at the 2nd Annual State of the Children Breakfast hosted by ROC the Future, Mayor Warren announced that School 17 would become a Rochester Community Beacon School.



Sept. 8, 2017: City enters partnership to launch GROW Rochester Program, a comprehensive initiative that integrates screenings for 3-year-olds to identify needs in hearing, vision, dental health, language and speech, cognitive, and social-emotional development.

Jun. 18, 2018: City forms JUST LAW partnership with 7th Judicial District, Black Bar Association, RCSD and WDKX to promote understanding of U.S. legal system for students in grades 6 through 9.

Nov. 18, 2018: State appointed Distinguished Educator releases report which details 106 findings and 84 recommendations necessary to support and advance district improvements for the Board of Education and District to provide equitable access to high-quality education for all students.

"Finally, thank you to Mayor Warren, who brought together leaders from all facets of the community, including CGR, and initiated the community schools conversation. Her call to action catalyzed significant external stakeholder support and the incredibly difficult work of turning around a chronically under-performing school."

– Center for Governmental Research, School 17 Strategic Plan, Sept. 25, 2015



Outcomes:

An Inspiration for All of Rochester

In April 2019, School 17 hosted Mayor Warren for the presentation of the State of the City, the last in-person delivery of the annual address of her tenure before the onset of the 2020 Pandemic. In that address, Mayor Warren announced that School 17 would be removed from State receivership after meeting 83 percent of its improvement goals including in math for grades 3 through 8; and in science and English and language arts for all grades.

Other metrics cited included:

- Average daily attendance: 90 percent.
- Suspension reductions: 89 percent.
- Violent and disruptive incident reductions: 94 percent.

By 2021, the City was moving forward with plans to establish Community Beacon Schools at other City schools, including Schools 22, 9 and 33.

Community Service Providers at the School 17:

Coordinated Care Services of Rochester, Inc: Community School Lead Agency works to support School 17 as the neighborhood and access point to services that meet child, parent, family and community needs.

Center For Youth: Delivers the Alternatives to Suspension program as well as other conflict mediation services.

Charles Settlement House: Offers services to families, students and JOSANA neighborhood residents, including after school and evening programs for children and teens; counseling and advocacy for adults; and daily breakfast and lunch and social activities for seniors.

April 29, 2019: Annual State of the City address takes place at School 17. Frustrated with School Board's progress on meeting the recommendations of the Distinguished Educator's 2018 report, and District's lack of movement on creating more Community

Beacon Schools, she calls on community to demand that State leaders take a more assertive role in governing the District. "It is time for action and not words. It is time to fight for our children. Look them in their eyes and tell them they are worth fighting for."

June 7, 2019: Mayor Warren submits City Council legislation to hold a referendum titled "Our Children, Our Future, a Local Law for the City of Rochester" that calls for New York State to assume the operations of the City School District for no less than five years







City of Rochester R-Center Program: the Department of Recreation and Human Services provides R-Center programming on the School 17 campus during the school year.

Common Ground Health — Healthi Kids: Healthi Kids works with School 17 parents, students, teachers and neighborhood residents to promote physical activity, unstructured play, inviting neighborhood play spaces, safer walking routes and healthy diets.

Compeer of Rochester: Compeer provides family support services and youth skill building programs.

Eastman Dental's Daisy Marquis Jones Oral Health Center: The dental clinic is open during and after school hours, providing convenient access to school children and their families in surrounding neighborhoods.

Eat Smart NY - Cornell Cooperative Extension: Provides nutrition education for children in their classrooms and to parents through workshops and school events.

Education Success Network's EnCompass Program: Provides intensive literacy support for K-6 students and professional development for teachers.

Monroe County Family Access and Connection Team (FACT): Offers immediate response and support for families experiencing significant behavioral and emotional challenges with their children without court intervention.

Rochester Regional Health's Genesee Behavioral Health Center: A licensed clinical therapist is located at the school each day during school hours.

Celebration of Life Community's Help Me Read: Matches students with adult mentors to improve academic and social/emotional skills.

Hillside Children's Center: Offers the Hillside Work-Scholarship Connection to help students overcome barriers that cause them to drop out and abandon their education; and; The Family Empowerment Network (FEN) to provide peer support, education and advisory opportunities for parents and caregivers.

Horizons Summer LEAP: Partnership with Brockport College and Allendale Columbia School provides summer educational enrichment for rising 1st and 2nd graders at Allendale Columbia School.

IBERO American Action League: Dual-language human services agency helps students and adults with special needs transition into the classroom, the workforce and the community.

to allow parents, teachers and students to create a more effective governance model.

Jul. 1, 2019: State Department of Education removes School 17 from receivership.

Jul. 26, 2019: RCSD submits a successful lawsuit to block school governance referendum off November ballot. Mayor Warren responds: "What the school district has just shown is they don't care what parents want."

Nov. 8, 2021: Mayor Warren names new DRHS central office building on St. Paul St. to the Loretta C. Scott Center for Human Services in honor of retiring City President Scott. Scott was the first Black woman to hold the title of Commissioner in Rochester.







M.K. Gandhi Institute for Non-Violence: Provides restorative justice and conflict mediation through the "Help Zone," a dedicated area where students can work through socio-emotional issues with restorative practices.

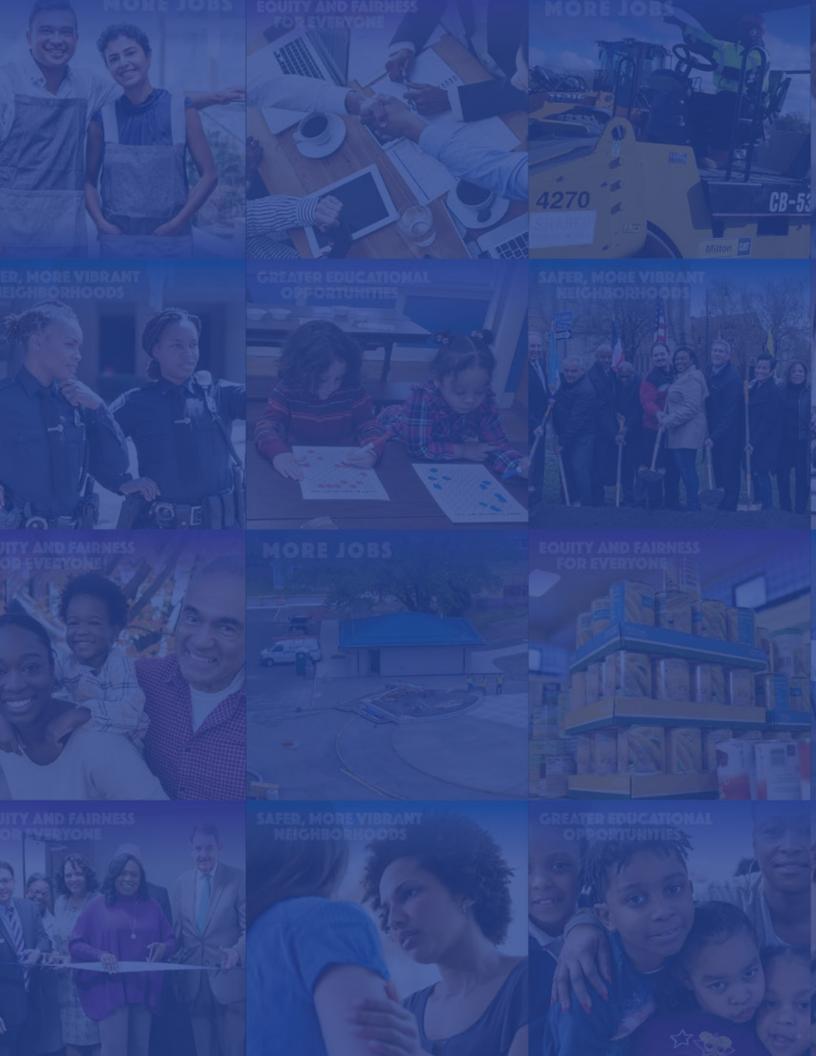
RCSD Office of Career and Education Services: Provides workforce preparation career training for those making the transition to entry-level employment and post-secondary education.

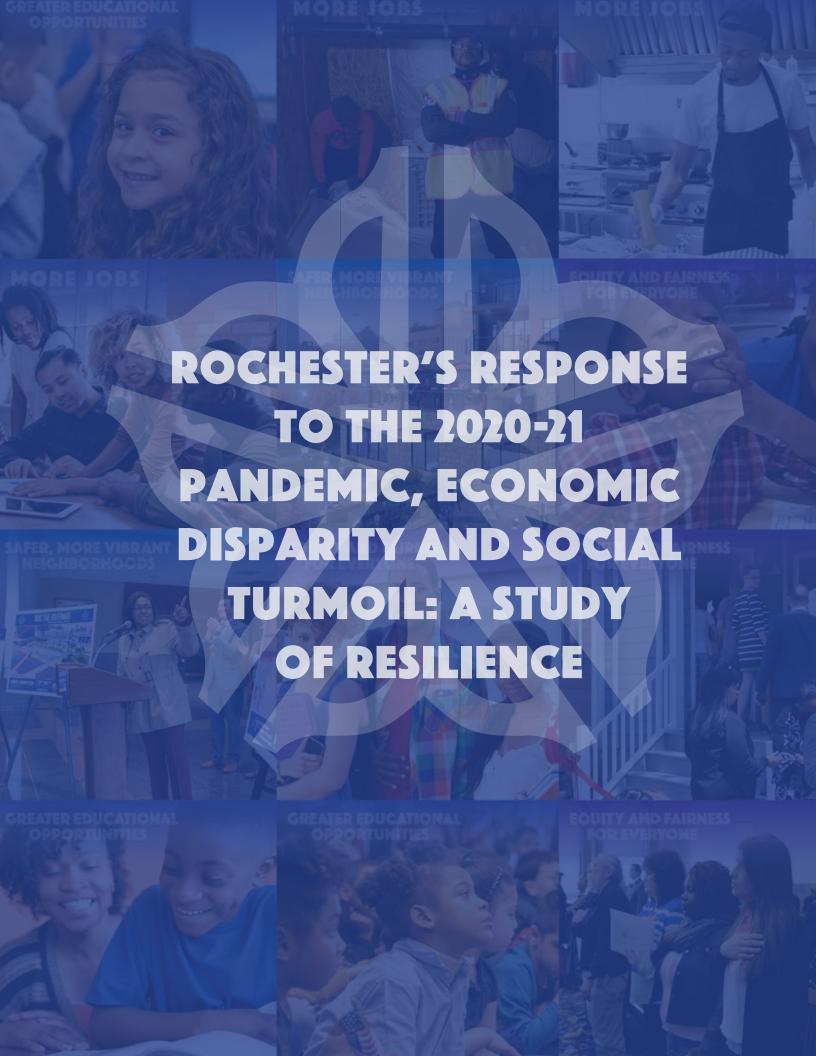
Rochester Regional Health Family Medicine at Orchard Street Community Health Center: Offers a variety of health care services for the entire family including well child exams, annual physicals, immunizations, sick visits, behavioral health evaluations, pap tests and GYN care.

Pathways to Peace: Provides outreach services to help youth diffuse potentially violent disputes and avoid decisions that can result in their involvement with gangs or drug activity.

RCSD Community Engagement Specialist: Bilingual service provider works to build and strengthen relationships between families, community members and the school; help parents navigate through various school district processes; connects families to services provided by the school and its community partners.

Villa of Hope Onsite Behavioral Health Specialist: Provides capacity building and support for children with behavioral needs; connects students and families to higher level support services.







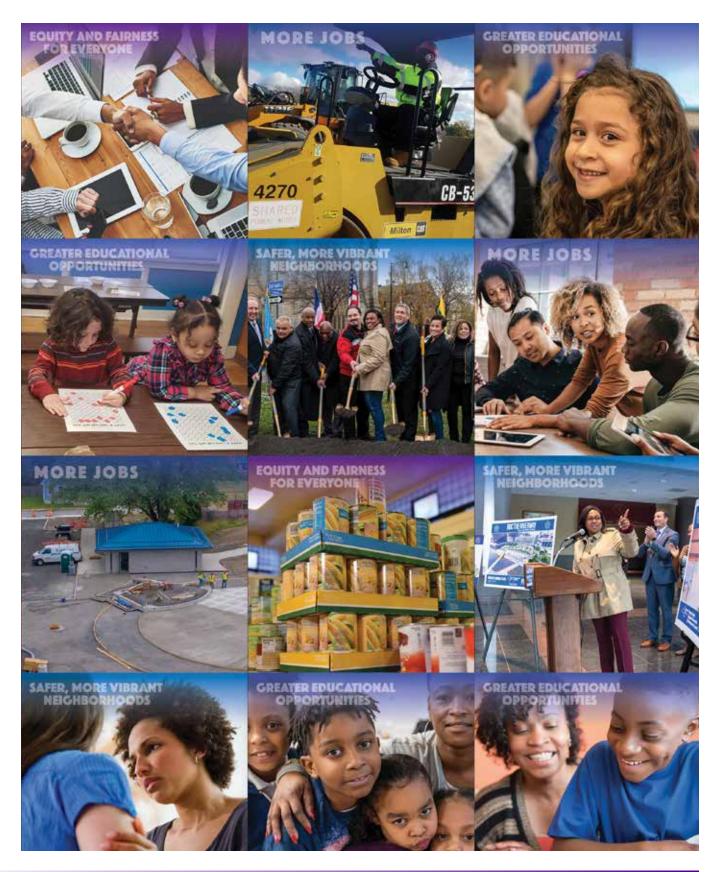
Rochester's Response to the 2020-21 Pandemic, Economic Disparity and Social Turmoil: A Study of Resilience

"Rochester is strong and our people are resilient and when I say this, I have people like my Grandad in mind. Rochester is filled *with people – everyday* folks that you pass on the street - who overcame adversity and personal challenges to make their *little corner of the world,* their little corner of the city we call home, a better place. We can learn so much from them." -Mayor Lovely A. Warren, inaugural address, Jan.4, 2014



Overview: Respond to the present, prepare for the future, correct for the past

As the Coronavirus Pandemic of 2020 and 2021 inflamed medical, economic and social turmoil across the world and in Rochester, Mayor Lovely A. Warren leaned heavily on her steadfast belief in the resilience of Rochester's people and their history of confronting adversity with innovation and determination. Historic gains in the areas of job creation, public safety, neighborhood vitality and educational opportunity were suddenly stalled or reversed. But the Mayor remained confident Rochester would regain these high-water marks as long as the foundational anchors of the city's economic and social structures held firm, starting with the family.





With the order to close public spaces including schools and City facilities, Mayor Warren immediately recognized how institutional breakdowns would punish the city's most vulnerable residents and expand the gulf of racial and economic disparity long after the pandemic subsided. She built and joined coalitions to create new human-service networks to provide the basic needs of health and safety, including meals for city school children and vaccine clinics for the residents of historically racially segregated neighborhoods. And she looked beyond the pandemic with actions to buttress the commercial. education and housing sectors, including the delivery of services, materials and meals to help children continue learning in a remote





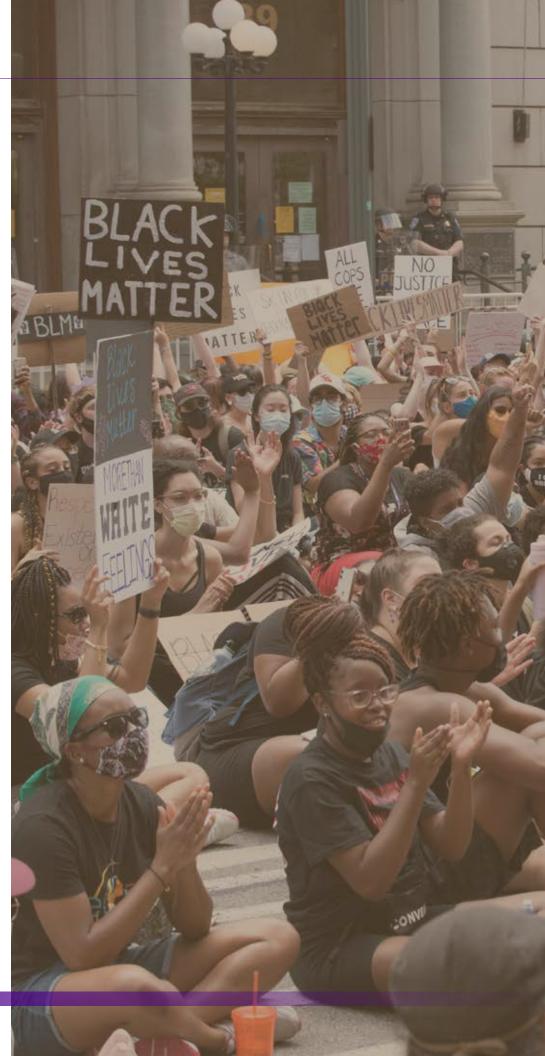
school environment; providing emergency grants to small businesses confronting an abrupt loss of revenue streams; and rental assistance for tenants facing eviction after State and Federal eviction moratoriums would be lifted.

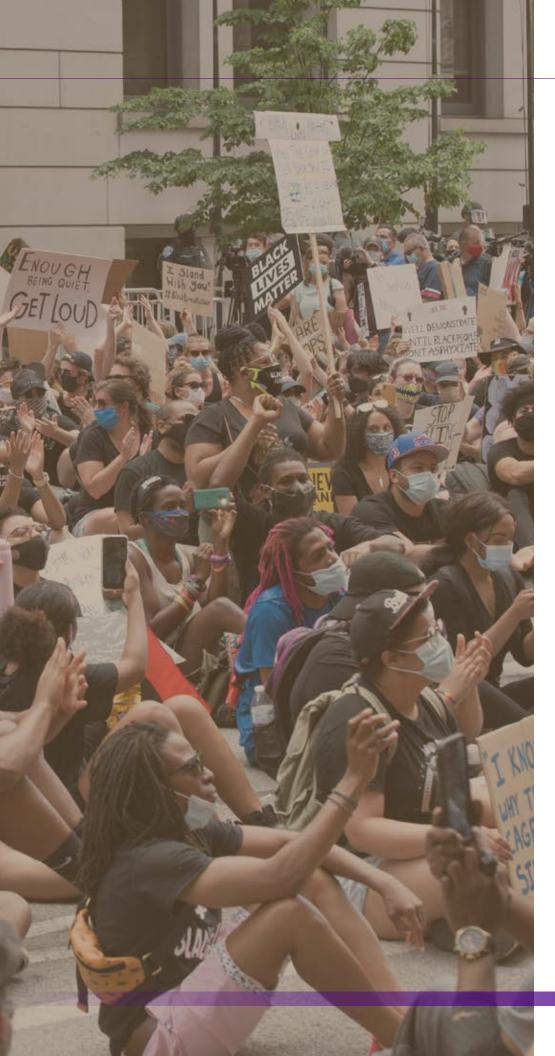
As the pandemic stretched from weeks to months to seasons, the pressures of social isolation and the rhetoric of division from national leaders exacerbated political and cultural differences in Rochester and the nation. The murder of a Black man by a Minneapolis police officer sparked demonstrations across the country, which were further inflamed in Rochester following revelations that a Black man died after an encounter with City police officers.

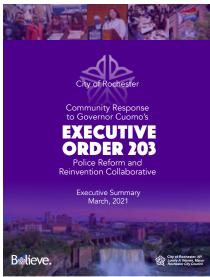


Demands for wholesale police reform were voiced with increasing volume and fury, prompting an extensive reconsideration of the role of law enforcement in public safety. These examinations exposed deficiencies and outdated practices in the RPD's policies, procedures and training programs, many of which Mayor Warren moved quickly to correct or prepare the groundwork for future change.









The pandemic both revealed new concerns and reinforced existing ones. Many more public safety reforms were identified and proposed at this time, particularly those published in the "Community's Response to Gov. Cuomo's Executive Order 203" and "No Time for Excuses: It's Time for Action. Report of the Commission on Racial and Structural Equity." These documents are on file at the Rochester Public Library. There is not always a direct, causal relationship between the challenges, approaches and outcomes outlined here. Many of the police reforms built upon initiatives already underway, including the work of the ROC Against Gun Violence Coalition; the Race, Equity and Leadership Committee; and the City Equity Office. Some of the challenges were discovered as a result of reforms implemented well before the pandemic, such as the aggressive efforts launched in January, 2014 to equip all patrol officers with body worn cameras.



Case Study: Recalibrating the Roles of Police, Civilian Employees and the Community Amid Social Unrest. The social unrest that correlated with the Pandemic of 2020-21 prompted an unprecedented nationwide demand for comprehensive police reform that was heightened in Rochester by the death of Daniel Prude. The following Case Study examines a subset of reforms implemented by the Mayor before the end of 2021 which were associated with the direct response to calls for service and the types of police interactions they generated.



Challenge: Answer Calls for Police Reform With Immediate Change

As city residents demanded comprehensive police reform in Rochester beginning in September of 2020, Mayor Warren initiated examinations of the policies and procedures and sought plans to increase civilian involvement in the delivery of safety. Even as these reforms were considered, immediate changes were put into effect. These reforms dealt with the following concerns:

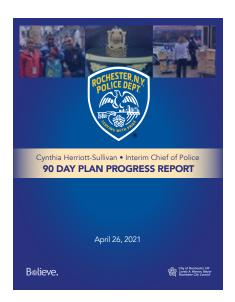
- RPD policies and procedures did not fully align with current conditions in the community, particularly in the areas of compassion fatigue, de-escalation, mindset training, race relations, pediatrics, ethics, leadership, crisis intervention, mental and behavioral health response.
- The immediate response to help people suffering from behavioral health or mental health crises focused primarily on public safety rather than the delivery of compassionate health care services.
- The community's ability and willingness to help develop and implement public-safety and community-care strategies were not fully utilized.

March 15, 2020: Mayor Warren declares State of Emergency, closes City Hall and other City Facilities. Rochester City School District facilities close and students transition to remote learning. City, RCSD and Foodlink Inc. form partnership to provide a meal distribution network, with sites within walking distance of every child's home. More than 2.6 million meals will be delivered by the end of the following school year.

March 30, 2020: Daniel Prude, a 41-year-old Black man from Chicago, dies as a result of treatment by Rochester Police officers during an encounter one week earlier. The death is ruled a homicide.

March 31, 2020: City unveils first series of emergency support services to provide assistance to businesses and residents.





Approach

Mayor Warren tasked members of her Senior Management Team to examine the challenges and develop the best solutions. She held community forums to solicit feedback from residents; and sought opportunities to include police reform objectives with other ongoing initiatives, particularly the efforts to achieve racial and structural equity in the city.

Mayor Warren appointed Interim Rochester Police Chief Cynthia Herriott-Sullivan, a retired RPD Lieutenant who had begun a new career in the human-service sector, and charged her with instructions to improve the community's trust in the RPD and bring the Department's procedures, practices and culture in line with the needs of the community.

Chief Herriott-Sullivan launched an extensive 90-day review of the RPD and hired an outside consultant to conduct a thorough study of the Department's policies and procedures. The Chief started the task with the objective to align the Department's operations with the U.S. Department of Justice's Six Pillars of 21st Century Policing.

Mayor Warren assigned Department of Recreation and Human Services (DRHS) Commissioner Dr. Daniele Lyman-Torres with the missions to develop human-service delivery agencies within her Department that would provide a civilian response to calls for service related to behavioral and mental health; and develop a model to expand the community's role in public safety and community care. Work in this regard was already underway as the Department had been developing a means to expand the violence reduction services performed by Pathways to Peace.

Dr. Lyman-Torres reviewed existing public safety resources within City government; and the best practices of other cities, including Eugene, Ore.; and Richmond, Calif. A multi-agency task force was formed to determine, among other things, which mental and behavioral health service-calls processed by the Emergency Communications Department could be best transferred from the RPD to DRHS with minimal risk to civilian employees, the public and officers.

This includes the Business and Emergency Retention Grant Program, which provided businesses up to \$8,000. More than \$2.6 million in grants will be distributed. Later services include rental assistance for eviction prevention and free restaurant meals delivered to the homes of city seniors.

May 8, 2020: City begins mailing protective masks directly to every city household, providing nearly 480,000 masks to more than 95,000 homes.

May 25, 2020: George Floyd, a 46-year old Black man is murdered by a Minneapolis Police Officer. The killing is caught on video in gruesome detail, sparking the national "Black Lives Matter" and "Defund the Police" to end police abuse. Demonstrations take place in cities across America.





Case Study: Recalibrating the Roles of Police, Civilian Employees and the Community Amid Social Unrest.

Outcomes

Changes in the Rochester Police Department Policies, Procedures and Training

The Rochester Police Department implemented a series of new and revised operating policies including Duty to Intervene, Chokeholds, Mental Hygiene Detention, Juvenile Detention and De-Escalation.

Examples of the new and updated policies among the Department's General Orders include:

• **Duty to Intervene:** All members (of the RPD) have an affirmative duty to intervene to prevent or stop any member from using unreasonable force or otherwise acting contrary to law or RPD policy. (GO 336)

- Chokeholds: Police officers are prohibited from using chokeholds except in extreme circumstances where deadly physical force is authorized. (GO 341)
- Juvenile Detention: Members are prohibited from using chemical agents, including OC Spray, chemical munitions, and Pepperball Launching System against juveniles unless the juvenile is non-compliant/assaultive, poses an immediate threat of harm to the Member or others, and there are no reasonable alternatives. (GO 338)
- Mental Hygiene Detention:
 Effective immediately, all employees are required to know that a Mental Hygiene Detention is NOT considered an arrest, as

June 12, 2020: New York Gov. Cuomo signs Executive Order 203 requiring local governments to adopt a policing reform plan that will maintain public safety while building mutual trust and respect between police and communities. Mayor Warren will convene a working group consisting of

members of City staff, City Council, the RASE Commission, the United Christian Leadership Ministry (UCLM), the Police Accountability Board (PAB) and others, to work as a team to guide the preparation of the City's response. Preparation for the response will include more than 40 public engagement activities.

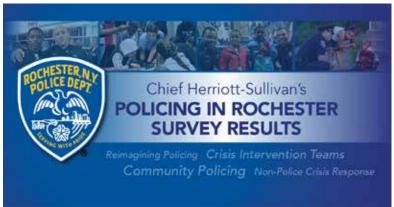
June 18, 2020: Mayor Warren and County Executive Adam Bello announce creation of the Commission on Racial and Structural Equity (RASE) to examine and develop policies and legislation to overcome systemic and institutional inequities, as well as, racism in Rochester and Monroe County. The



- the person is not being charged with a crime and it should not be called an arrest. The appropriate term is detention per NYS Mental Hygiene Law. (TB L-71-21))
- **De-escalation:** Members shall use de-escalation techniques and tactics, when it is safe and feasible to do so, to prevent and minimize the need to use force in response to resistance and to increase the likelihood of securing a subject's voluntary compliance with police instructions. (GO 575)

New Training and Education:

The Robert E. Craig Institute for Ethical Leadership, a two-day mandatory professional development seminar was developed and launched to provide mandatory annual training and education in key areas of officer conduct and community engagement: compassion fatigue, de-escalation, mindset training, race relations, pediatrics, ethics, leadership, crisis intervention, and mental and behavioral health response.









Commission will meet Governor Cuomo's mandate regarding a review of policing policies, and go beyond that to review the state of education; healthcare, including mental health and addiction services; job creation, business development; as well as other social services.

July 7, 2020: City announces Flower City Sidewalks, a program to help city restaurants expand outdoor seating options into the city rights-of-way. In November, the program evolves into Flower City Winter Sidewalks, in which participating restaurants are provided free, temporary greenhouses.

Sept. 4, 2020: Lawyers for the family of Daniel Prude release Body Worn Camera footage of the RPD encounter that culminated in Mr. Prude's death, prompting demonstrations and calls for police reform in Rochester akin to those taking place in other cities. A New York State Attorney General's



Case Study: Recalibrating the Roles of Police, Civilian Employees and the Community Amid Social Unrest.

"Telephone Town Hall Poll Question - Importance of Persons in Crisis function: When asked to rate how important it is to invest in PIC 24/7 response teams, 91% of callers said it is essential or very important. In the online survey 81% answered the same." City of Rochester 2021-22 Budget

The New Missions of the Department of Recreation and Human Resources

The former Department of Recreation and Youth Services was formally renamed the Department of Recreation and Human Services (DRHS) in October, 2020 to reflect its expanded scope to provide support and services to residents of all ages.

The Crisis Intervention Services
Unit was established in September
2020 to provide a comprehensive,
community-based response
model to support victims and
families dealing with homicides,
mental health, domestic violence,
and other related crises. Trained
professionals are available to serve
residents in need as first responders
and offer connection to community
based supports that can lead to
long-term recovery and stability.

The Unit oversees the Person(s) in Crisis Team (PIC), two-person teams of Emergency Response Social Workers who serve as first or coresponders to calls to help people with behavioral and mental health emergencies 24 hours a day, seven days a week.

Essential functions of the job include:

- Knowledge of geography of the City
- Knowledge of social and human service agencies
- Knowledge of community resources and referral agencies and their functions
- Skill in expressing oneself both orally and in writing
- Ability to deal effectively with community service agencies and with the public
- Ability to distinguish between legal and referral advice, tact and professional demeanor
- Ability to exercise discretion and judgment in dealing with sensitive issues
- Willingness to work in partnership with law enforcement
- Willingness to work evenings, weekends, overnights and holidays out in the field
- Willingness to maintain confidentiality
- Proficiency in speaking and writing Spanish or ASL is a plus



investigation will later determine the involved officers did not violate any laws.

Sept. 9, 2020: Ten City R-Centers are converted to Learning Labs in partnership with the RCSD, where children can find educators to provide help with homework during a remote learning environment. The City will also provide more than 1,200 laptop computers to school children to bridge the digital divide.

Sept. 16, 2020: Crisis Intervention Services Unit is launched to provide a comprehensive,

community-based response to support victims and families dealing with homicides, mental health, domestic violence and other related crises.

Sept. 27, 2020: Mayor Warren appoints Cynthia Herriott-Sullivan as interim police







The Office of Neighborhood Safety (ONS) was formed in July, 2021 to coordinate City violence prevention services found to be effective, develop partnerships with community providers and implement new evidence-based initiatives in a coordinated manner. ONS provides residents and partner agencies a citywide framework to address the root causes of violence and recidivism.

ONS hosts annual community Violence Prevention Summits to develop a community Violence Reduction Strategy. At the end of 2021, the Office was developing a rigorous personal development program based on the Peacemaker Fellowship program in Richmond, California for city residents at risk of engaging in deadly violence.

Youth violence and crime affect a community's economic health, as well as individuals' physical and mental health and well-being. Homicide is the third leading cause of death for youth in the United States. In 2016, more than 530,000 young people ages 10-24 were treated in emergency departments for injuries sustained from violence. (Centers for Disease Control, 2018).

chief with a charge to bring transformational reform to the RPD.

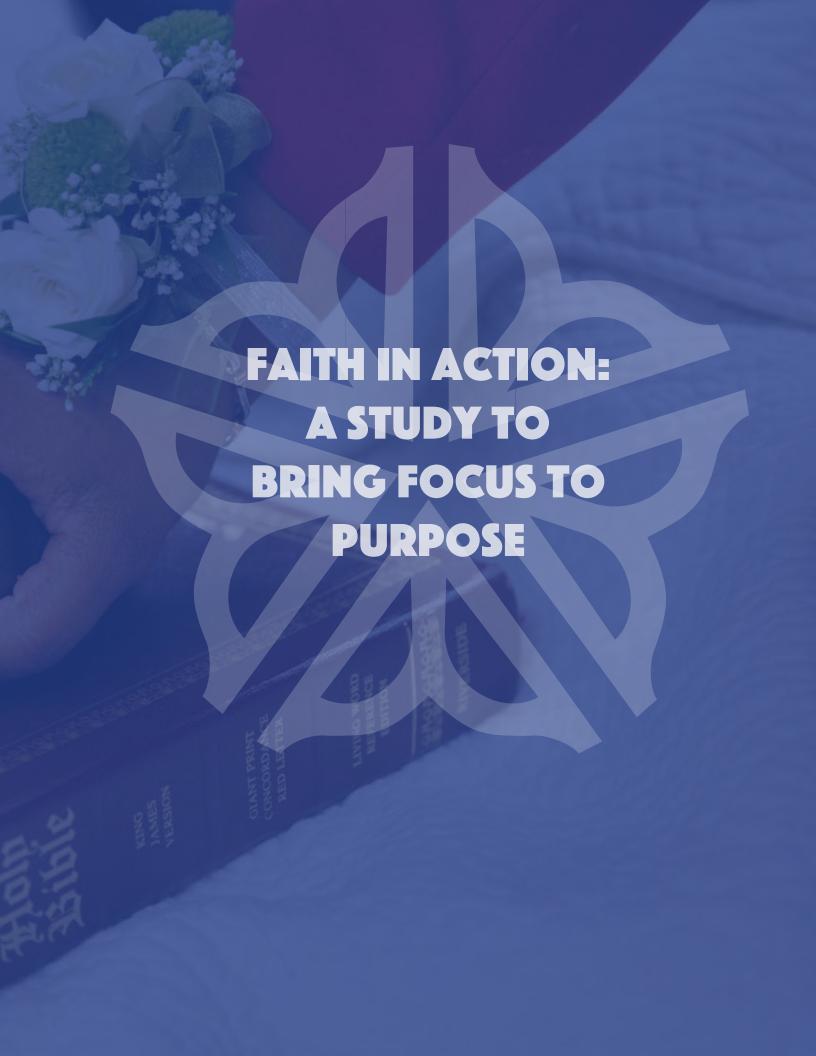
Jan. 21, 2021: Person in Crisis Team begins responding to 911 dispatch codes related to behavioral and mental health emergencies.

Feb. 20, 2021: City begins hosting vaccine clinics in city neighborhoods. Every zip code in the city, including those with the highest rates of poverty, will surpass a 50 percent vaccination rate.

March 12, 2021: Mayor Warren presents the City's Response to Executive Order 203, a comprehensive police reform plan. City Council adopts the reform plan on March 29.

May 14, 2021: The RPD concludes first two-day seminar on ethical leadership.



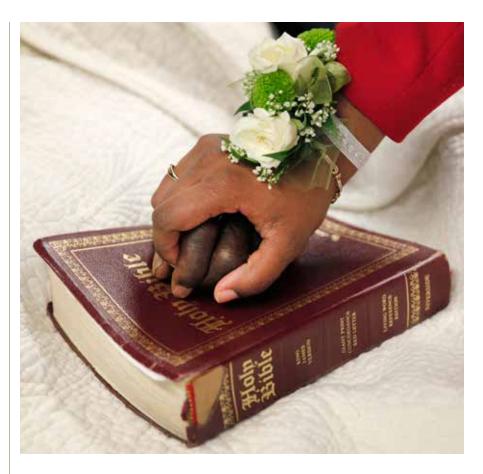




Faith In Action: A Study of Bringing Focus to Purpose

"It is my strongly held belief that we can turn promises into progress. And that brings me back to where I started – with my Grandad - because his life story is at the core of what motivates me... My Grandad never learned to read but was able to own his own business, work hard every day, give to the church and provide for his family." – Mayor Lovely A. Warren, Inaugural Address, Feb. 4, 2014





Overview: Secular influence and eeligious inclusivity

A woman with a deep connection to her Christian beliefs, Mayor Lovely A. Warren sought the help of Rochester's faith community early and often, without hesitation or apology. She swore her oath of office shortly after midnight on Jan. 1, 2014 in the hospital room where her grandfather and role model lay dying, with her hand resting on her family Bible.

Aug. 4, 2015: City public safety agencies kick off annual hiring campaign by highlighting the role of the clergy to recruit applicants to the City's uniformed services. Police officers and firefighters who were recruited through their churches gathered with their pastors on the City Hall steps.

Aug. 28, 2014: City launches "Books and Bears" program, which seeks donations of new stuffed animals and children books for police officers to offer to small children they encounter at crime scenes or traumatic events. Area churches are among first to respond with extensive donations.

Sept. 22, 2014: First Clergy on Patrol takes place, hosted by Joy Community Church on North Goodman Street. Clergy on Patrol will take place during the warm-weather months in every city quadrant until the start of the Pandemic.





From that point forward, she openly relied on her faith to guide every decision she made as Mayor. An Attorney, she worked comfortably within the margins of church and state, and openly called on the faith community to work alongside City staff to support the residents of the neighborhoods outside their churches and houses of worship.

But it would be a mistake to say her decisions were nothing more than an extension of her own faith. Her outreach to the faith community extended well beyond Christian churches, and she welcomed requests to celebrate new religious holiday traditions in City Hall, including Kwanzaa, Ramadan and Three Kings Day.

But as the mayor of a minority-majority city with the nation's highest rates of poverty, she also fully recognized the secular influence and civic capacity of the Christian clergy and congregations. Some of the most motivated and effective service organizations in city neighborhoods were in the churches. This was a powerful resource that could have a citywide impact with just a few identified initiatives to focus their collective energy.

Mayor Warren was going to give the clergy and other religious leaders those initiatives – early and often, without hesitation or apology.

Dec. 4, 2015: Mayor Warren conducts annual Christmas Tree Lighting in City Hall Atrium with instruction to no longer call it a "holiday tree" on City documents and statements.

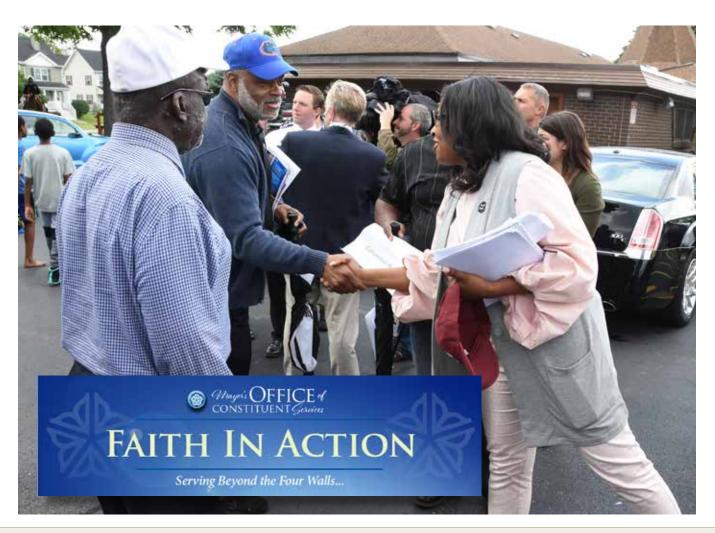
Dec. 22, 2015: Mayor Warren hosts inaugural Kwanzaa celebration in City Hall Atrium, after hosting first Kwanzaa display in 2014. African American holiday joins lighting of the Christmas Tree and Hanukkah Menorah as annual traditions in City Hall.

May 5, 2016: Mayor Warren proclaims National Day of Prayer in Rochester and hosts communities of all faiths at City Hall steps for inaugural annual gathering.



Aligning a Spiritual Mission with Civic Goals

As in many cities across America, Rochester's churches, houses of worship and communities of conscience continue to serve as long-standing anchors of support and stability in city neighborhoods. Faith leaders are eager to carry their mission beyond the four walls of their worship centers to deliver positive change in the lives of their neighbors. Working with City government could combine the passion of the faith community with the expertise of local leaders in a variety of sectors, including education and affordable housing. This case study examines how Mayor Warren enlisted the faith community to help lift lives in city neighborhoods by creating a program to align their collective strength with the civic goals of the City.



March 3, 2015: At New Life Fellowship Church, Mayor Lovely Warren announced that she is working with members of Rochester's clergy to pave the way for the (RPD) Re-organization. January 25, 2018: Faith in Action Active Shooter Training is held with members of the Clergy and RPD

May 15, 2018: Mayor and members of Rochester's Muslim Community gather in

City Hall Atrium to mark beginning of the month of Ramadan, adding one of Islam's most significant holiday's to religious traditions celebrated in City Hall.



Challenge:

Tapping an Underused Resource

Rochester's faith community represented an untapped resource of dedicated men and women who are always looking for new and innovative opportunities to improve lives and help citizens reach their full potential. However, they lacked a coordinated set of objectives to produce a joint effect greater than the sum of their individual efforts.

Approach:

Simply Ask and Receive

Upon taking office in 2014, Mayor Lovely A. Warren immediately recognized that her mission to provide more jobs, safer and more vibrant neighborhoods and better educational opportunities aligned perfectly with the goals of Rochester's houses of worship and other communities of conscience.

The Mayor's Office of Constituent Services was charged with strengthening this important relationship and identifying opportunities for service. This resulted in meetings with pastors and faith leaders that have produced many innovative programs. including Books and Bears and Clergy on Patrol. As needs were identified, the Mayor had to do little more than ask the churches, typically with a letter or email, for their support, and they would provide an overwhelmingly positive response.







Sept. 9, 2019: Mayor Warren holds first of five Faith in Action: Development and Housing Opportunities workshops to help the city's faith community learn how to form federal Community Development Corporations and become investors of

conscience in city neighborhoods with large tracts of vacant property. By the end of 2021, construction of the first faith-based development is underway and more than 20 houses of worship begin or submit CDC applications.

Jan. 6, 2020: Mayor Warren invites members of Rochester's Latinx community to the inaugural Three Kings Day celebration in City Hall Atrium. The Christian holiday is widely celebrated in the Latinx tradition.





Outcomes

Faith-based Organizations in Rochester: Books and Bears

Mayor Warren met with pastors and other faith leaders to develop new partnerships. Together, they launched Books and Bears to offer reading materials and stuffed animals to children experiencing trauma. The City and faith leaders successfully rallied for donations, and now, Rochester police officers can provide youth with books and bears when encountered in the course of their duties.

Workforce Development: Public Safety Recruitment

Mayor Warren also partnered with faith leaders to disseminate information about job opportunities and recruit diverse applicants for positions with the City's Police, Fire



Oct. 5, 2020: Aenon Missionary Baptist Church kicks off No Cost COVID Test and Flu Shot Initiative to ensure minority and historically disadvantaged residents have access to vital medical services during the Pandemic. Feb. 4, 2021: Mayor Warren and Faith in Action program volunteers distributed PPE to area churches, ensuring that congregants could worship safely. Jan. 21, 2021: Rochester Management and Zion Hill Missionary Baptist Church announce construction has begun on Zion Hill Senior Apartments. Faith-based development will build 45 affordable apartments for seniors.









and Emergency Communications Departments. Together, City Hall and faith leaders launched a Business, Career and Education Resource Distribution Network, providing the community with updates on the latest career opportunities.

Clergy on Patrol

Mayor Warren launched Clergy on Patrol, a partnership between the Mayor's Office, the Rochester Police Department and local clergy where the Mayor and her staff walk with police officers and clergy members through neighborhoods, visiting citizens to build better police and community relationships.

Housing and Neighborhood Development Opportunities

Mayor Warren formed a team of City employees to explore ways to expand development opportunities among Rochester's faith-based institutions. The team discovered that houses of worship across the community had undeveloped land that could be used for affordable housing and other neighborhood enhancements. Faith in Action helps churches form Community Development Corporations (CDC) to use their available land to build homes.

Churches are already strong community anchors, trusted by residents, with faith leaders who are





natural facilitators. They're perfectly positioned to conduct this type of community engagement.

In 2019, Mayor Warren arranged a trip to Buffalo, N.Y. that included

about 30 local faith leaders and City staff to attend a workshop on Buffalo's successful, faithbased community development corporation program. Based on













what they learned, Rochester's
Faith in Action team created
a Navigating the Community
Development Corporation Process
and Housing Development Guide
to help Rochester's faith leaders
develop their own CDCs to get the
development process started.

Faith in Action: Progress in Development

By the end of 2021, approximately 20 houses of worship created CDCs and began the housing development process. Despite the COVID-19 pandemic, their work continues.

Zion Hill Senior Apartments

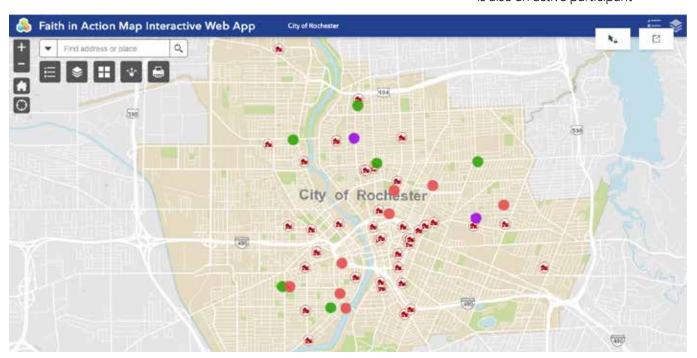
The first Faith in Action housing development, the Zion Hill Senior Apartments were initially envisioned by the Zion Hill Missionary Baptist Church and its affiliate CDC, SWADCO, in response to a community need for additional affordable rental housing for seniors.

This project allows residents facing mobility or other challenges to remain in their home community as they age. The project would create 45 new rental units for low-income seniors with incomes at or below 50% of the Median Family Income (MFI).

The \$13.4 million development will construct a two- and three-story—47,000 sq. ft.—L-shaped building with 43 one-bedroom and two-bedroom apartments. Zion Hill will complement significant growth and investment in southwest Rochester, including the former Southwest Quadrant Focused Investment Strategy Area, the Jefferson Wollensak Affordable Rental Housing Project, the L2P Westside Affordable Housing Project, and the Bulls Head Revitalization Project.

Love Fellowship Worship Center

Love Fellowship Worship Center, led by Pastor James R. Cooper, is also an active participant





in the City's Faith in Action Initiative. Pastor Cooper secured a Community Development Corporation and subsequently, a partnership with the Rochester Land Bank.

Through the church's CDC, Pastor Cooper helps parishioners with homeownership. Thus far, the CDC has helped four families complete the purchase of their home, with another seven in progress.

They also provide assistance with



credit repair, identifying suitable homes to purchase, documenting alternative credit sources, and identifying and securing community resources. Additionally, items such as food and clothing are donated to those in need in the Bay and Niagara Street area.

Protective Mask Giveaway

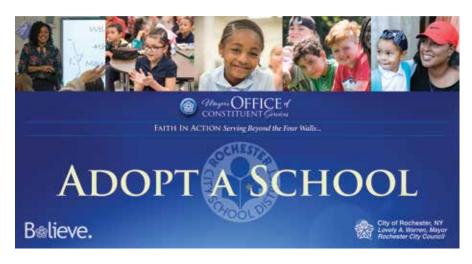
During the Pandemic, Mayor Warren supplied 100 local houses of worship with masks and hand sanitizers to help ensure the health and safety of its members. Essential Department of Environmental Services workers handed out the supplies during a drive-thru pick up at City Hall.

Pastors and Church leaders safely picked up supplies from the Church of Love Faith Center.

Adopt a School Partnership

This initiative gave the faith community an opportunity to serve and help meet the needs in the children of the Rochester City











School District who are suffering a disproportionate impact due to the COVID - 19 pandemic.

The disruption to learning caused by this pandemic was especially difficult for Rochester's most vulnerable children and their families, many of whom are already dealing with a wide range of issues, including inadequate access to food and clean, weather-appropriate clothing.

Mayor Warren and RCSD
Superintendent Dr. Lesli MyersSmall came together to address
these disparities by providing
the faith community a method to
directly support the children in a
manner identified by educators
to keep children healthy, safe and
prevent a learning loss during
the pandemic. This support was
included, but was not limited to:

- Providing volunteers and mentors.
- Stocking and maintaining food pantries and clothing closets for students
- Assembling and distributing care packages during holidays and school breaks when students don't have access to cafeterias
- Providing information on Rochester City School District and City of Rochester's youth support services
- Donating washers and dryers so school staff can ensure students have access to clean, warm clothing.

Highlights

More than 40 Faith Based Institutions from the city suburbs "adopted" more than 30 schools in the district for the 2020 holiday season.





More than 600 Rochester City School District students received a Thanksgiving basket of food items and/or gift card, and more than 1800 family members were served during the inaugural outreach.

More than 1200 students received Christmas food care packages, and more than 4000 families were impacted by the generous contributions from nearly 100 houses of worship, businesses and community organizations. One school was the recipient of a new washer and dryer.

The late Alan Caine, a pillar in the African American community, was honored posthumously by the Gamma lota Boule Foundation of which he was a member. The foundation made a generous donation in Mr. Caine's memory to support the Thanksgiving Care Packages Adopt a School initiative 2020. The fraternity donated one thousand dollars in Mr. Caine's memory to support the Adopt a

School initiative. Mr. Caine's wife Brenda led a team at their local church to discuss supporting the Faith in Action initiative which they agreed to support. Two days after our meeting with Mrs. Caine and her team, her husband passed away unexpectedly.

- Some faith-based institutions gave more Thanksgiving and Christmas bags than initially agreed.
- Many houses of worship have adopted two or more schools to support.



No Cost COVID Test and Flu Shot Initiative

City churches hosted Covid testing and flu shot clinics to ensure minority and historically disadvantaged residents had access to vital medical services during the Pandemic.

The initiative was sponsored by the City, N.Y. State Department of Health, County of Monroe and the Race, Equity and Leadership (REAL) Rapid Response Team members, which include the Black Physicians
Network of Greater Rochester,
Rochester Black Nurses Association,
Common Ground Health, Finger
Lakes Performing Provider System,
Jordan Health, Ibero American
Action League, Rochester Regional
Health, Regional Health Reach,
University of Rochester and
Wegmans. Participating churches
included: Aenon Missionary Baptist;
Greater Harvest Church; Memorial
AME Zion Church; House of Prayer
and Restoration.















Testimonials from RCSD Educators and Houses of Worship Leaders

Tracey and Ricky:

We want to say thank you so much for your hard work and dedication to helping make all of this possible for our students. Being a part of the Thanksgiving outreach was a blessing for our church in many ways. I will be in touch regarding our Christmas plans. For certain we look forward to supporting our School 58 again!

Blessings, Jeremy Boehlke, The Father's House

Good Morning Mr. Frazier,

I know that I am echoing the sentiments of Mr. Lincoln, but I really want you all to know how grateful we are for this awesome opportunity. We are so excited to be able to bless our families during these very different and difficult times. With your help we can reach even more families and for that, we are forever thankful!

Sincerely, Ms. Medley, Parent Liaison

Good evening. It is with great admiration and appreciation that I humbly accept this donation on behalf of the Montessori, school 53 community. A washer and dryer is a "HUGE" asset to our school; as we have a large population of Pre-K students that often requires changing throughout the day. Please know that I will be sending out "thank you" cards; as well as introducing and acknowledging our partner's generous contribution in all school-wide communications. Thank you all for your assistance in securing "Faith in Action" partnerships in our RCSD elementary schools.

Regards, Dr. Kimberly Harris-Pappin, Principal Montessori Academy, School 53

Greetings Pastor and First Lady Youmans and the entire Church of Love Faith Center Congregation, on behalf of our principal, Mr. Jacob Scott, and the Edison Campus Team, we sincerely can't thank you and your team enough for the partnership in crafting with love our ET Thanksgiving Baskets this year for our families. It was our largest event to-date and your team MADE IT HAPPEN with your basket donations! In total, 80 baskets were delivered to families across the City due to your generous donations. It was a true pleasure to work in partnership with the Church of Love Faith Center. We are THANKFUL for YOU!

Stay healthy and happy! Jacob Scott, Principal



We Delivered the Promise. Together.



Dear Friends,

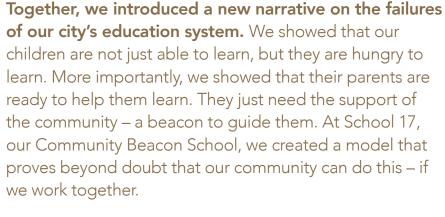
Thank you for reading "A Lovely Legacy, Belief Made Real." By now, I hope you can see this is not my legacy – it is ours. The aspirations and accomplishments – and even the defeats – described in this book reflect the promise of Rochester. From 2014 to 2021, we worked hard to deliver that promise to everybody, together.

Together, we made our neighborhoods safer and more vibrant. We brought more than \$872 million in investment to build or renovate more than 4,000 affordable homes, making it possible for more than 9,000 people to escape the cycle of poverty and build generational wealth. We returned our police sections to the neighborhoods and introduced new measures, including body worn cameras, to improve trust and accountability between police officers and the citizens they serve.

Together, we launched Rochester's first new era for everyone to end racial and structural disparity. In the middle of the Pandemic, we looked beyond recovery and charted a path to equity. We elevated the goal of equity, making it more than an objective of our work but an actual function of our work – each and every day.

Together, we created more jobs and set the stage for future employment growth by remembering our past. We returned our city's gaze to the Genesee River to bring back the unlimited possibility of the Young Lion of the West. Because of our work, Rochester is once again a place of inspiration and imagination. A place of opportunity. A place for everyone.







Together, we confronted the turmoil of the Pandemic of 2020 and 2021 on every front: medical, economic and social. We protected our most vulnerable neighbors and positioned our city to reclaim the gains we had made prior to the Pandemic. But we did more than that. We recognized the historic significance of the Pandemic and laid the groundwork for future change to correct the past.



Together, we harnessed the awesome power of our faith community. We reached out to the clergy and the congregations across our city and offered a path to extend their missions beyond the four walls of their worship centers. Their response was overwhelming and now we can see how their work is greater than the sum of its parts.



We did all this and more, together. Much, much more. Together, we delivered the promise of Rochester. To everyone.

Thank you for being part of this legacy. I look forward to seeing what you do next. Together.

rely A Dave

Sincerely,

Lovely A. Warren, Mayor



Senior Management Team Members: 2014 - 2021



Deputy Mayor Leonard Redon Mayor's Office



Deputy Mayor R. Carlos Carballada Mayor's Office



Deputy Mayor Cedric Alexander Mayor's Office



Deputy Mayor James Smith Mayor's Office



Chief of Staff Jeremy Cooney Mayor's Office



Chief of Staff Alex Yudelson Mayor's Office



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Corporation Counsel T. Andrew Brown Law



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Director Christine Christopher Communications



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Commissioner Marisol Ramos-Lopez Recreation and Youth Services



Commissioner Daniele Lyman-Torres Recreation and Human Services



Director Tassie Demps Human Resource Management



Commissioner Norman Jones Environmental Services



Commissioner Delmonize Smith Neighborhood and Business Development



Commissioner Baye Muhammad Neighborhood and Business Development



Commissioner Gary Kirkmire Neighborhood and Business Development



Director Dorraine Kirkmire Office of Planning



Director Christopher Wagner Budget



Director Charles Benincasa Finance



Director Rosiland Brooks-Harris Finance



Director Patricia Uttaro Library



Director Timothy Weir Ofc. of Public Integrity



CIO Lisa Bobo Information Technology



CTO Albert Gauthier Information Technology



CIO Bill Bourdreaux Information Technology



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Director John Merklinger Emergency Communications



Director Michael Cerretto Emergency Communications



Chief Michael Ciminelli Police Department



Chief Mark Simmons Police Department



Chief La'Ron Singletary Police Department



Chief Cynthia Herriott-Sullivan Police Department



Assistant to the Mayor Tracey Miller Mayor's Office

Not pictured: CIO Mark Buckley, Information Technology Exec. Staff Assistant, Alinda Drury, Mayor's Office

Exec. Staff Assistant, Bridget Monroe, Mayor's Office Exec. Staff Assistant, Josanne Reaves, Mayor's Office

